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In This Issue:

Stewart Udall
Henry Gonzalez
Frank Blair
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Daniel H. Kruger

U.S. Department of Labor

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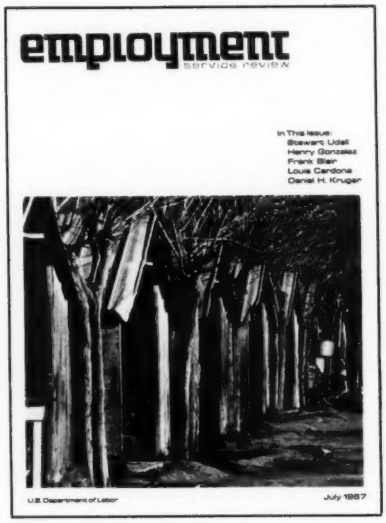

THE COVER:

"Symmetry of Poverty." The sensiti camera of MGM's Morton Engelbe captures the anguish and the magic life in the poverty sub-cultures of t Southwest. Eloquent spokesmen these Americans and related minoriti in other parts of the Nation are featur in this issue.

U.S. DEPARTMENT OF LABOR
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Bureau of Employment Security
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U.S. Employment Service
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Ronald Van Doren, Editor

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WASTE NOT WANT NOT

Redeeming the Sewage and Slag of a Throw-Away Economy

STEWART L. UDALL
Secretary of the Interior

A few years ago, I saw a film about poverty in the United States that contained an unforgettable scene. It started with a long shot of a huge garbage dump against a picturesque Southwest background. Then, as the camera zoomed in, you could see that the dump was actually crawling with life—men, women, and children groveling through the debris.

It was an appalling representation of the many kinds of waste that still shame our Nation; the waste of human dignity and energy, the waste of landscape and land, and the waste of potentially valuable raw materials.

In contrast, picture a clean city with sparkling air, surrounded by a pleasant countryside of greenery and

Photo courtesty of Foster Wheeler Corp.

recreation areas. The city and its surroundings are clean because there is a special kind of industrial suburb just outside of the city. The plants are smokeless, odorless, and as sanitary and modern as the inside of a space capsule.

A part of the complex receives the city wastes, another processes them into raw material for industry, and still another creates new products for the world's marketplace. The employees, many of whom were poor and among the "unemployables" have been specially trained for the new jobs. They are well-paid, self-sufficient citizens. The new industries are profitable, taxpaying enterprises.

Utopian? Not really. Already there has been much technological development in this direction—and the future holds even greater promise. Our lack of progress stems from the fact that we haven't really applied ourselves to the problem. We have yet to shift an appreciable portion of our economic development from consumption to conservation and reuse of natural resources. The direction we must take is toward closing the circle of production. One end of the circle is still open, and it is through this open end that time and recources are running out.

As a Nation or a civilization, we are certainly not yet on the brink of bankruptcy, but we are depleting our resources at a tremendous rate. Our mountains of refuse grow higher and higher, and the time has come to ask ourselves some painful questions.

How can a nation with the technology to put men into space and keep them alive by processing their own wastes, air, and fluids fail to apply itself to the wastes that threaten to bury it?

With such a mammoth cleanup and maintenance job to do, why are potentially able people still out of work?

Why do we continue to dip into our natural resource reserves when we might be turning our choking wastes into wealth?

A special committee of the National Academy of Sciences has destroyed the comforting concept of "away" as in "throw away." There is no longer any "away" the committee says. "One person's trash basket is another's living space."

The NAS committee has warned that modern man and his cities are threatening to violate a fundamental biological fact—namely, that no organism can survive if it must live in an environment dominated by its own wastes.

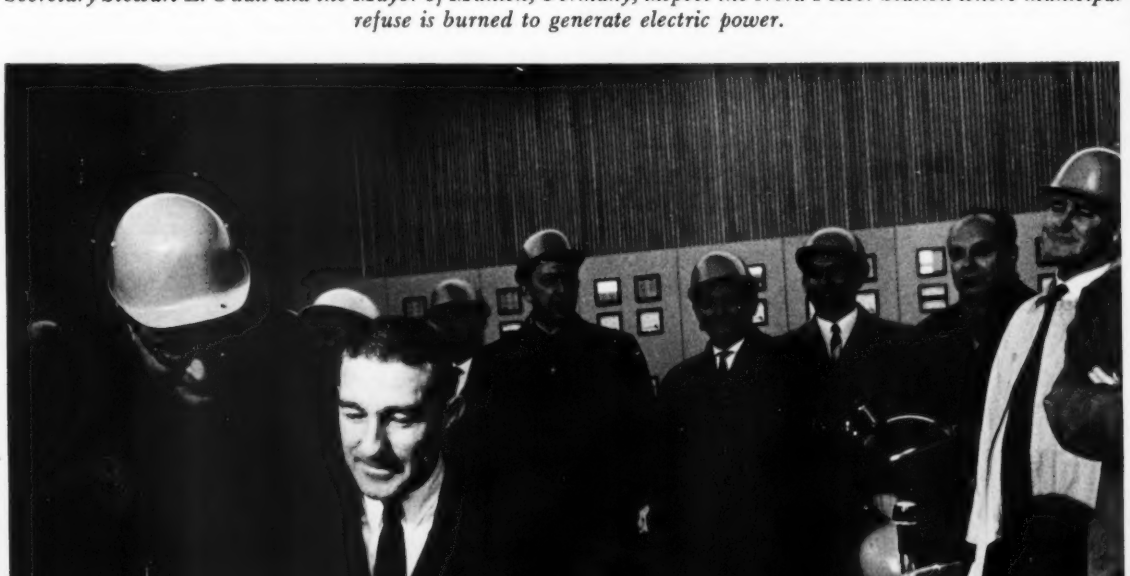
No mere cleanup job will do the trick, the committee report maintains. Essential as water and air cleanup is, the basic solution must lie in a new way of technological life that will put a premium on reuse of materials and products so as to reduce true waste to a minimum.

A look at the past might serve us well as we struggle for a new concept of total use. Certain Indian tribes in this country, when they were masters of the plains, considered it their sacred duty and trust to protect the land and its life. They buried body wastes away from the streams, took care in cutting and use of wood and the hand handling of fire, and otherwise maintained the balance of nature in their living habits. And they were most careful not to destroy the buffalo herds on which they depended for life.

At the same time that sportsmen and professional hunters were conducting contests to see how many bison they could slaughter for trophies, tongues, and skins, the Indians still used almost every bit of buffalo they took—from hooves for glue to horns as ornaments.

In America today we have forgotten this lesson. We are failing to use "all of the buffalo" because it seems slightly more profitable, in the short run, to shoot another buffalo than to find ways to tenderize the tougher cuts.

Secretary Stewart L. Udall and the Mayor of Munich, Germany, inspect the Nord Power Station where municipal refuse is burned to generate electric power.



True, there are many businesses, most of them marginal, that now rely on reuse of the materials we create. But this business is primitive in comparison to what it could be, given the full impetus of modern technology and production methods. We have not bothered to coordinate, consolidate, and centralize this industrial approach for maximum efficiency.

"Reusing" Water

It is paradoxical, for example, that New York City and other major metropolitan areas freqently suffer water shortages while millions of gallons go down the drain every day. While we have accustomed ourselves to reacting with distaste to any ideas of "reusing" water for sewage and other disposal methods, the fresh water we use is really processed by nature in much the same way (and perhaps less efficiently) that we are capable of doing in processing plants. It has been said that the water of the Ohio River is used three times before it goes into the Mississippi. There is no technological bar to keep our major cities from making their waste water as pure as it need be for various uses and feeding it back into the water system again. The highest grade of purity would go into drinking taps, lower grades could serve cooling and manufacturing functions.

The largest city in my home State, Phoenix, has long claimed a water shortage. Yet the water flowing out of its disposal plant, after it is cleaned through a series of settling ponds, is allowed to flow down an old riverbed to the southern part of the State. A few years ago, residents were startled to learn that the water that remained above ground was being used by a local farmer, free of charge, to water his crops. Local sanitation officers ran tests and confirmed that this water was as clean or cleaner than what he would get out of the irrigation canal.

Animal wastes are an almost perfect fertilizer; we have known this for years, but what do we do with the tremendous amount of sewage from our cities? Although most of it is neutralized and disposed of, some of it is still dumped while it is raw to pollute streams and underground water supplies.

We can no longer afford the luxury of looking at our sewage as a distasteful product to be rid of as soon as possible. Using the detachment of a medical technician examining specimens, we must view sewage as a raw material to be processed and used.

A large American city has had considerable success for many years in selling the product of its disposal plants as a potent organic fertilizer. Other systems in the United States and abroad have had similar success.

Still other metropolitan disposal systems operate their machinery on the highly combustible gases that are the byproduct of certain methods of sewage processing. The excess they bottle for sale.

The final product of sewage processing is a completely neutral, odorless, cellulose material called compost. Compost is an excellent soil conditioner. Yet certainly more can be done with it. I have heard of compost being molded and shaped into containers for small plants which are planted right in the container. The container soon decomposes, provides mulch, and saves the plant the danger of transplanting. Through the miracles of chemistry, compost could be converted into other entirely new products.

Some 80 percent of our disposable garbage and trash is composed of paper and paper products. The concentration of paper, mostly containers, is so heavy that new methods of garbage disposal (natural breakdown of the waste into compost) are ineffective, Natural processes do not act on paper as readily as they do on organic waste, so we bury the whole mess in the ground and render hundreds of square miles of countryside unusable—perhaps for centuries.

The argument is that natural processes will eventually break down the waste materials and the land will become clean again. Yet recent excavations into the vast landfills of Ancient Rome have revealed reeking pits of refuse that are still unsanitary and poisonous.

When one considers the increasingly long distance the sanitary trucks must travel to find suitable land for dumps, it makes sense in more than one way to find an effective method of processing and reusing the products and byproducts.

Waste Metals

Once a precious commodity to be salvaged at every opportunity, metals have become a blight on the landscape when they are in the form of products that have come into disuse.

We will invest millions to convert a mountain of iron ore into automobiles, yet we pile stacks of old autos (which contain the same materials as the mountain) to rot or be buried. Tin cans confront us on every walk through a forest or down a highway, even though copper producers will purchase every can we can transport to them for use in the leaching process.

On a limited basis, metal scrap is being salvaged by many businesses. But again, the lack of a full-use plan and full-use facilities makes these scattered efforts only partially effective in reducing the amount of metal waste that we dump.

A faithful application of modern technology and production methods, plus a centralized disposal facility, would make it possible to convert waste metal into usable products at a profit. Doubters should remember that, not too long ago, American scrap metal built an enemy navy and it took us 4 years to sink it.

We are starting at least to exchange know-how between countries on this vitally important matter of solid waste disposal. In Munich, in 1966, I visited the Nord Power Station, where municipal refuse is burned in the furnaces of a city-operated electric power station. The electric power system charges the refuse collection agency $1.50 per ton for disposing of the wastes delivered to the power station's receiving pit.

This is the kind of creative thinking we need if we are to overcome the geometric increase in volume of garbage and trash. "Burn or bury" simply will not do any longer.

In the past, there has been a decided tendency to look askance at such recycling activities, but of late years realization has grown of the need for reclamation and the multiple services to society performed by this operation.

The Department of the Interior has always considered as potential resources the waste products and scrap generated by the minerals and metals industries and the consuming public. For many years, the Bureau of Mines has been engaged in research on utilizing these waste products and thus indirectly alleviating the disposal problem.

Legal Action

With the passage of the Solid Waste Disposal Act in October 1965, the Department's responsibility for utilization of disposal of mineral wastes has been greatly expanded. Under provisions of the Act, the Secretary of the Interior was given responsibility for dealing with ". . . problems of solid waste resulting from the extraction, processing, or utilization of minerals or fossile fuels . . ." This is judged to include the return to the industrial base of metal scrap and mineral residues however generated.

Authority for carrying out provisions of the act was delegated to the Bureau of Mines. The Bureau's program consists of a number of research projects in its own laboratories plus a series of research grants to universities and research contracts with outside laboratories. Projects currently underway in the Bureau are of two distinct types:

(1) Economic and resource-evaluation studies aimed at delineating factors causing and contributing to waste-disposal problems in mineral and mineral-related industries; and

(2) Scientific and engineering research to find ways of utilizing, or otherwise disposing of, a variety of inorganic waste materials.

In addition to a national scrap survey, the Bureau is conducting a study of the volume, location, and composition of the many types of slags, drosses, tailings, and other residues produced by chemical and metallurgical processing.

New Industries Mean New Jobs

It is obvious that a successful research program will lead to the establishment of new industries and the creation of new jobs. The potential for new employment arising from the recovery and recycling of our waste products is enormous.

These are the facts:

Last year Americans generated nearly 15 million tons of scrap iron and steel—one-third of it as derelict autos.

More than 125 million tons of refuse with a metal content of approximately 9 million tons makes up the annual municipal trash heap for the United States.

The residues discharged by operating incinerators in 1 year contain more than 3 million tons of iron and 200,000 tons of mixed, nonferrous metals, including aluminum, zinc, copper, lead, and tin.

The 1967 scrap heap included 48 billion cans and 26 billion bottles and jars.

Total public and private collection outlay hit $2.8 billion.

The cost per person in Los Angeles, for example, is $5.65 for refuse disposal; $4.95 for waste water.

Wastes can—they *must*—be made to create new wealth, new products, new jobs. It will take a mighty, cooperative effort, but it must be done.

When President Johnson signed the Clean Air Act Amendments and the Solid Waste Disposal Act in October 1965, he quoted Rachel Carson:

"In biological history, no organism has survived long if its environment became in some way unfit for it. But no organism before man has deliberately polluted its own environment."

Then the President added some words of his own:

". . . this morning I join you in saying that together we intend to rewrite that chapter of history.

"And today we make our beginning."

CAREERS FOR THE DISABLED

HOWARD A. RUSK, M.D.

Field of Medical Technology Provides Job Opportunities for the Handicapped

Almost daily one of the approximately 19,000 different scientific medical journals reports on a new technological procedure to improve diagnosis and treatment of disease.

The practice of modern medicine would be impossible without the myriad of tests performed in the pathological and biochemical laboratories.

As a result, technology is one of the newest and fastest growing professions associated with the modern advances in medicine.

Here a medical team of pathologists, biochemists, medical technologists, cytotechnologists, technicians, and laboratory assistants work together to provide the evidence for accurate diagnosis and prognosis.

Precision Instruments

This work requires an array of complex precision instruments from microscopes to spectrophotometers to electronic counters and automatic analyzers.

Personal attributes needed for such work include an interest in science, manual dexterity, accuracy, reliability, steady nerves, and the desire to cooperate with others.

Some diseases, such as diabetes and leukemia, can be identified positively only by laboratory methods.

Only cytologic examination can detect cancer in its early stages. This is the key to early treatment and cure.

And it is in the laboratory that blood-matching tests, requiring life-or-death precision, are made when a patient needs an emergency transfusion.

Services in Demand

Laboratory services are in even greater demand, with growing population, expanded research, and development of medicare and other government medical programs. A Department of Labor report estimates that laboratory personnel will have to go from about 100,000 in 1965 to 160,000 by 1975, a greater rate of growth than almost any other health field. Other estimates predict even greater needs.

In 1965, the National Committee for Careers in Medical Technology undertook a 3-year project under the sponsorship of the U.S. Vocational Rehabilitation Administration to explore possibilities of utilization of physically handicapped persons as medical laboratory personnel.

Information on the project can be obtained from the National Committee for Careers in Medical Technology, 1501 New Hampshire Avenue NW., Washington, D.C. 20036.

A National Survey

The first phase of the project was a national survey carried out with the American Hospital Association of all hospital laboratories in the Nation.

About 2,000 laboratory directors returned the questionnaire, and 443 reported they were employing 693 handicapped persons. Of these 693 handicapped employees, 72 percent had received their laboratory training after becoming disabled.

The only disability category that was an exception was recovered mental illness. Of this group, two-thirds were trained before they became ill.

The disabled workers were found at all levels of training and skills.

Shortage of Technologists

Forty percent were classified as medical technologists, the general professional assistants to laboratory directors, most of whom had college degrees or a high level of professional training.

This is the greatest shortage area among laboratory personnel.

To gain information in greater detail, personal interviews were conducted with 54 disabled laboratory workers.

In general the interviewers found the workers more severely disabled than had been expected, but few of

(Continued on page 9)

Dr. Howard A. Rusk is Associate Editor, New York Times.

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INSURING PROFITS BY MAN-TO-MAN TALK WITH THE HARD CORE

DION A. STAMS

In the early spring of 1966 a Chicago-based major producer of hard goods found that plant employee turnover in the previous 6-month period had—at acquisition costs of $500 per employee—cost over $300,000 through separations for cause alone. Quits were costing about the same.

Since many of those hired—and fired—had been referred by local offices of the Illinois State Employment Service, the corporation's management requested assistance from the Employment Service in reducing the loss.

Preliminary consultation between the firm and the agency showed that the majority of the hires and separations involved "hard core" minority group male workers. The agency decided that the problem was one of human relations.

Most separations came about through absenteeism and tardiness, resistance to supervision—including threats of bodily harm to supervisory personnel—garnishments, poor workmanship on the lines, pilfering from food vendors, and misconduct on Chicago buses ranging from nonpayment of fares to assaults on bus personnel.

The Chicago Transit Authority had threatened curtailment of service to the plant gates, and food vendors threatened to remove machines from the plant. Reluctance on the part of supervisors to risk involvement in fights and arguments through giving reasonable and necessary orders, natural under the circumstances prevailing, was cutting into production.

The plant personnel staff made conscientious efforts to indoctrinate the new employees in proper behavior but without visible improvement in attitudes. The company has excellent entry wage levels. Fringe benefits including on-the-job training, apprenticeship, and upgrading procedures are exceptional. Rules are not harsh; working conditions

Dion A. Stams is the Human Relations Coordinator in the Chicago Area Operations of the Illinois State Employment Service.

are above average. But separation ratios continued to climb.

Since the Illinois Bureau of Employment Security was among the first in the United States to establish a Minority Groups Services Program and has kept it up to date since 1950, 13 human relations representatives and alternates are available in the Chicago area.

These representatives had worked out solutions to many problems presented them over the years. Many are persons with long association with hard core, underprivileged people. They believe that most problems involving human beings become simple once a method of communicating with them is worked out.

This problem fell into the same pattern. So did the solution. Analysis confirmed that most of these minority groups workers were young and many were newcomers to the northern scene. The young Chicagoans had had little if any experience with the world of work. They lacked experience in modern technological employment. Their background, on a whole, was that of a rural or semirural agrarian society with seasonal work the norm. They had never learned how to go to work every day. Most had existed in societies in which little cash money was handled. Lack of schooling poorly qualified them for urban living and employment. Many came from a culture group in which a quick temper is a social virtue.

A 20-minute lecture was worked out highlighting such points as learning and following company rules, obeying orders and accepting supervision, avoiding garnishments, pride in the company and self, and eschewal of pilfering. The talk was slanted to show advantages in employment by that company as compared to working conditions at many other companies. The requirements and advantages of success in the world of work in modern, American industry were brought out.

Each point to be covered was indicated by a single word on an index card. The talk was by no means canned. It was felt that keeping it simple and direct without condescension or sermonizing would lend a vitality and sincerity which could not be attained in any other way.

Execution of the plan began with company personnel conducting the group hired each day, numbering from 23 to 48, to a quiet, clean, well-furnished but isolated room, and departing.

An Effective Approach

The ISES human relations representative introduced himself by name and title and told what his job duties were and why he was there. He then proceeded to "shoot straight from the hip" as one man to another. He was simply passing on pointers he had picked up in his own work experience. The talk was in language understood by the audience; the very shock of having a well-dressed person with some job success talk in the terms used seemed to be most effective.

A garnishment became a "rock on your check"; an automobile became a "float" or a "short." Money became "bread," "gold," or "loot." A suit became a "front" or "threads." A bit of gutter profanity might be used. The advantage of being able to "cool it" was pointed out.

A 10-minute question and answer session ended the period. Company people returned and the Employment Service representatives left.

In a 4-month period, the briefing was conducted by every Chicago human relations representative and alternate. The results were spectacular. By August, the turnover ratio had about reversed itself.

The attrition proportion was approximately a loss of 400 out of 1,600 hired. In March, it had been about 1,200 lost of 1,600 hired. Simple multiplication of the procurement cost by net gain shows the increase of net profit accruing as the result of the effort.

There was no magic involved. The human relations representative took the same message which had been presented by company staff, translated it into the motivational and verbal concepts of the employees, and this made the difference.

The workers then became able to find in the orders of foremen, to which they had formerly objected, implementation of their own welfare.

Since the talk was presented several times by each of the 13 representatives, the ISES gained a higher level of knowledge of means and methods of motivating hard core, decent but generally untrained people.

Careers for the Disabled

(*Continued from page 7*)

the workers themselves and their colleagues tended to consider the disability as a handicap in the performance of their tasks. Many had displayed great ingenuity in working out techniques for overcoming the limitations of their disabilities.

No Absenteeism

Attendance, nonuse of sick leave, and punctuality of the disabled were found to be equal or superior to those of the nondisabled.

It was found that national rehabilitation agencies had been involved with the training of only six (barely 10 percent) of the 54 interviewees.

Since this study, a demonstration project has been started in Pennsylvania, New York, and New Jersey to make vocational rehabilitation counselors more aware of the opportunities for disabled persons in medical technology, cytotechnology, and laboratory assistance.

The National Committee for Careers in Medical Technology and the U.S. Vocational Rehabilitation Administration are to be congratulated on this pioneering effort which will help relieve shortages in one area of the health sciences and at the same time is training persons with disabilities for rewarding careers in the medical laboratory.

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The Mexican-American: A

"Americans of Spanish surname, who have furnished the muscles that turned much of the Southwest from arid desert into miraculously productive farmland, who laid the foundations of our cities, and who have willingly laid down their lives to defend it all, now know that the great American dream, so long denied, can be theirs."

Human society is by nature dynamic; it is in a constant state of change. Old generations pass on, and new ones emerge; old customs change as they become irrelevant to existing conditions; even languages change because old words become inadequate to express new events. Yet, amid all this change, there remain depressing constants: The poor remain poor and, for some, life is only a procession of identical days, and hope does not exist at all. Among the poorest of the poor is the Spanish-surnamed population of America.

Concentrated in the Southwest, these 5 million people know all too closely the cold hand of hunger and the despair of a day when there is no work to be had. The plight of the Spanish-surnamed American can be outlined in a tragic litany of statistics. In a country where the rate of unemployment is below 4 percent, this minority experiences unemployment of 8 percent; in places the figure is twice that high. In a country where a job means hope, this minority finds a large percentage of its workers underemployed, underpaid, or both. Many who are lucky enough to have jobs have no hope of advancing, because the Spanish-surnamed minority is, in general, undereducated and without the skills necessary for finding a good job or advancing. Many struggle against ill health. Others face the harshest kind of discrimination, and a few are hapless victims of exploitation. The absence of opportunity and the inability to grasp

: An Awakening Giant

Congressman HENRY B. GONZALEZ of Texas

what opportunities exist plague them.

Statistics can measure only tangibles. The effect of degradation on a man's soul has yet to find expression in a mathematical table. There is no machine to explain what happens to a man when he loses hope, or when he abandons the idea that tomorrow may bring better things. Nor is there any way of reckoning the tragic cost incurred by the waste of human talents that have never reached their potential, of lives that have never been able to contribute their full value to society. But no one should need a yardstick to measure the depths of despair among the Spanish-surnamed. It should be enough for a man of conscience simply to know that it exists, and this knowledge ought to drive him to action and cause him to seek ways to renew the vigor of life and hope where it is perilously close to fading away. There need be no accurate measurement of the cost to all men when some men begin to feel that tomorrow, if it comes, will be no better than today.

There is a whisper of change in the Southwest today. Americans of Spanish surname are beginning to seek an identity of their own, and they are searching for definable goals. They are anxious to reclaim hope, and ready to bring into reality the promise of the future. They are beginning to know what the American dream is, and they are ready to claim it for their own, as have so many other minorities before them.

Much of this renewed vigor has

come about because of the commitment of the Johnson Administration to campaign against poverty and all its evils and ills. It is the war on poverty that has made it possible for so many Americans of Spanish surname to see hope over the horizon and to know that there are attainable improvements in life. The realization that there are attainable goals has caused them to seek goals that are even higher, and better, and farther away.

An administration that has committed itself to bringing about social change immediately faces several difficulties. In the first place, not everyone is in favor of social change; it upsets comfortable patterns of the past and it creates general unrest. Men who are suddenly no longer willing to remain poor are not happy with things as they are, and may (and very likely will) make demands that would have been unheard of in earlier times. Secondly, a government is not the best instrument for bringing about social change. Not all civil servants are dedicated to the new ideas implicit in programs that are innovative. Many men to whom the administration of the war on poverty is entrusted are timid generals; they are fearful of making mistakes, fearful of arousing controversy, fearful of contradicting ideas of their superiors, and anxious to win promotion. Taken together, these inhibitions cause government in general to have slow reflexes, and new programs in particular to have a striking similarity to old ones. Then, too, a great many administrators know all too well that this program, too, will pass—very likely before they do.

Committed to Idea

Despite the general difficulties of using government as the instrument of social change, the Administration is committed to the idea, and this commitment has produced striking results. There are young men learning new skills in the Job Corps; there are Neighborhood Youth Corpsmen learning how to learn and work, and getting pocket money for their pains (badly needed skills, and even more badly needed money); there are Volunteers in Service to America learning how it is to be poor, and trying to teach the poor that there really is a way out of the trap of poverty; and there is more than that.

Most of all, there is a reviving feeling among the poor, and among the Spanish-surnamed, that it really is possible for things to get better.

If a man is so poor that he exists on the borderline of starvation, life is a day-to-day matter. He feels lucky if he has enough to eat. Such a man, struggling with all his wit and strength to get a meal or two, has no time to think about the future, and if he gets a few cents ahead, he is likely to spend his pennies seeking the relief of pleasure. After all, there may never be another chance to have some fun. On the other hand, if a man is in a state of more or less tolerable poverty, he does have some time to think about the future. He is able to feel resentment that others have more than he is able to possess; he is able to dream of having more tomorrow than he has today. Such a man is capable of having hope, and capable of yearning for tomorrow to come, because it may very well be a better day. The Spanish-surnamed population, more and more, is unhappy with the present and ready for tomorrow, and new opportunity, to come.

Having provided the sustenance of hope and the fires of ambition, the Government must now take steps to see that the new dreams of the Spanish-surnamed American population are turned into realities. No man's hunger is satisfied if he is only shown a menu: food alone will suffice. The vigor and leadership that have so far been offered must be continued, even redoubled.

Count Leo Tolstoy observed the tragedy of paper reforms in the Russia of 1812. He wrote, in WAR AND PEACE, of a young aristocrat, Count Bezushov, who had inherited a vast estate. He was a reformer and something of a mystic. He decided that he would bring a new order of life into being on his property. So Bezushov ordered his overseer to provide schools for the peasants on the estates, and medical care for them, and all manner of other reforms calculated to make human beings and reasonably free people of the serfs. But the Count lived in Moscow and St. Petersburg and never

visited his estates. The overseer did very little about instituting reforms, and in fact conditions for the serfs got worse. The Count did not know this because all he knew was what the overseer told him, and the overseer sent glowing reports of progress. Promises and the best of intentions, without leadership and energetic administration, can never produce real results.

Americans of Spanish surname, who have furnished the muscles that turned much of the Southwest from arid desert into miraculously productive farmland, who laid the rails and plucked the cotton, who dug the ditches and laid the foundations of our cities, and who have willingly laid down their lives to defend it all, now know that the great American dream, so long denied, can be theirs. Having done so much to create this hope and vision, the Administration must pursue its course to open new opportunities. The penalty for failure will be great, for the power of human aspiration may well overcome the saving grace of patience. But the rewards of success will be even greater. No one really knows what the cost has been of permitting misery and degradation to exist for so long. The only way of finding out is to help these millions of willing and able people to realize their full potential, and give their full measure to our country's wealth, and take their fair share from it.

MDTA Institutional Training Highlights

	Cum. total	*FY 1967*	*FY 1966*	*FY 1965*	*FY 1964*	*FY 1963*
Approved projects (Sept. 1962–April 30, 1967)	10,673	2,093	2,826	2,439	1,851	1,464
Total trainees approved	608,099	111,799	159,700	167,200	112,500	56,900
Enrolled in training (estimated)	538,000	133,300	164,700	139,000	68,000	33,000
Completed training (estimated)	304,000	82,000	96,000	75,000	42,000	9,000

Employment status of graduates (March 1963–April 30, 1966)	
Followup reports received	117,546
Obtained employment since training	104,606
No employment since training	12,940
Occupations with largest enrollments (Sept. 1962–Sept. 30, 1966)	
Stenographer-secretary	27,404
Hospital and institution attendant	24,169
Machine operator, general	23,572
Typist and clerk-typist	22,839
Welder	22,372
Miscellaneous mechanic and repairman	21,940
Automobile mechanic	19,249
Nurse, licensed practical	17,506
Automobile-body repairman	10,916
Clerk, general office	10,167
State agency selection and referral activities (June 1962–March 30, 1967[1]	
Screening interviews	3,297,838
Counseling interviews	1,035,096
General aptitude tests	414,906
Specific aptitude tests	453,251
Proficiency tests	58,958
Referred to training	668,950

[1] Includes ES activities for OJT.

Trainee characteristics	*Cum. percent*	*Cal. 1966 percent*	*Cal. 1965 percent*
Male	59.1	56.1	58.7
Head of family or household	53.2	54.0	51.4
Nonwhite	34.1	40.2	36.0
Eligible for allowances	71.3	82.0	72.8
Public assistance recipient	10.5	11.7	11.3
Duration of unemployment—total	*100.0*	*100.0*	*100.0*
Under 5 weeks	32.5	35.0	33.1
5–14 weeks	23.3	23.5	23.0
15–26 weeks	13.3	13.4	12.9
27 weeks and over	30.9	28.1	31.0
Years of employment—total	*100.0*	*100.0*	*100.0*
Less than 3 years	38.7	38.4	43.5
3–9 years	37.0	37.5	34.5
10 or more years	24.3	24.1	22.0
Age—total	*100.0*	*100.0*	*100.0*
Under 19 years	15.5	14.6	19.2
19–21 years	23.4	22.4	23.8
22–34 years	34.8	35.7	32.7
35–44 years	15.9	16.0	14.5
45 years and over	10.4	11.3	9.8
Education—total	*100.0*	*100.0*	*100.0*
Less than 8th grade	6.7	6.5	7.1
8th grade	9.5	9.8	9.9
9th to 11th grade	34.3	36.3	35.5
12th grade	43.2	41.5	41.9
Over 12th grade	6.3	5.9	5.6

States with over 17,000 trainees in approved projects

California	61,322	Michigan	25,982
New York	54,815	Massachusetts	21,553
Illinois	39,212	New Jersey	20,045
Pennsylvania	30,556	Texas	19,208
Ohio	30,035	Washington	17,785
		Connecticut	17,532

OPERATION SER:

A HOPEFUL HAND IN THE SOUTHWEST

In Spanish, *ser* implies hope. In the acronym tongue of the War on Poverty, it stands for Services-Employment-Redevelopment—a five-State project which is helping erode the barriers separating the Spanish-surnamed of the Southwest from the benefits of the Nation's economic system.

Created in June of 1966 by a joint grant from the Department of Labor and the Office of Economic Opportunity, Operation SER is a demonstration project under the provisions of the Manpower Development and Training Act of 1962, as amended, whose successes and failures will furnish vital information for future manpower programs. SER is attempting to reach the Mexican-American and discover ways to tap a vast manpower resource that has long been overlooked or even shunned by the job market.

The extraordinary need for such a project was first recognized by the Contract Compliance Division of the Department of Defense. Compliance officers, in the course of their work across the Southwest, soon discovered that, while the American Negro could identify with and receive special assistance from the Urban League and the NAACP, and there were agencies serving the American Indian and the Puerto Rican and even Cuban immigrants, the Mexican-American was left to span the gap between his own unique ghetto and the highly Anglicized American mainstream without any special assistance at all.

For the 34 percent of the Southwest's Spanish-speaking population earning poverty incomes and for the even greater number hovering barely above that level, Operation SER was to be the NAACP, Commonwealth of Puerto Rico, and Bureau of Indian Affairs, all in one.

SER is administered by Jobs for Progress, Inc., a nonprofit corporation directed by representatives of three major Mexican-American organizations—the League of United Latin American Citizens (LULAC), the American GI Forum of the United States, and the Community Service Organization.

SER chose as its targets 11 southwestern cities: Phoenix, Ariz.; Los Angeles, San Diego, San Jose, and Santa Ana, Calif.; Denver, Colo.; Albuquerque, N. Mex.; and Corpus Christi, El Paso, Houston, and San Antonio, Tex.

In five of those cities, Jobs for Progress Centers are being opened. Operated by bilingual staffs, including professionals and subprofessionals who know and appreciate the special socioeconomic problems of the Mexican-American, the offices establish and maintain close working relationships with the State and local manpower agencies, such as the Employment Service, Community Action agencies, and industry in the development and implementation of manpower programs to insure coverage of the Spanish-American poor. These offices, with volunteer assistance, will also initiate job placement, job development, counseling, and training referral services for the unemployed and underemployed.

SER has also created local boards and State offices to work with Federal, State, and local manpower and poverty agencies to insure that Mexican-Americans will not be neglected when jobs and services are being distributed in the Southwest.

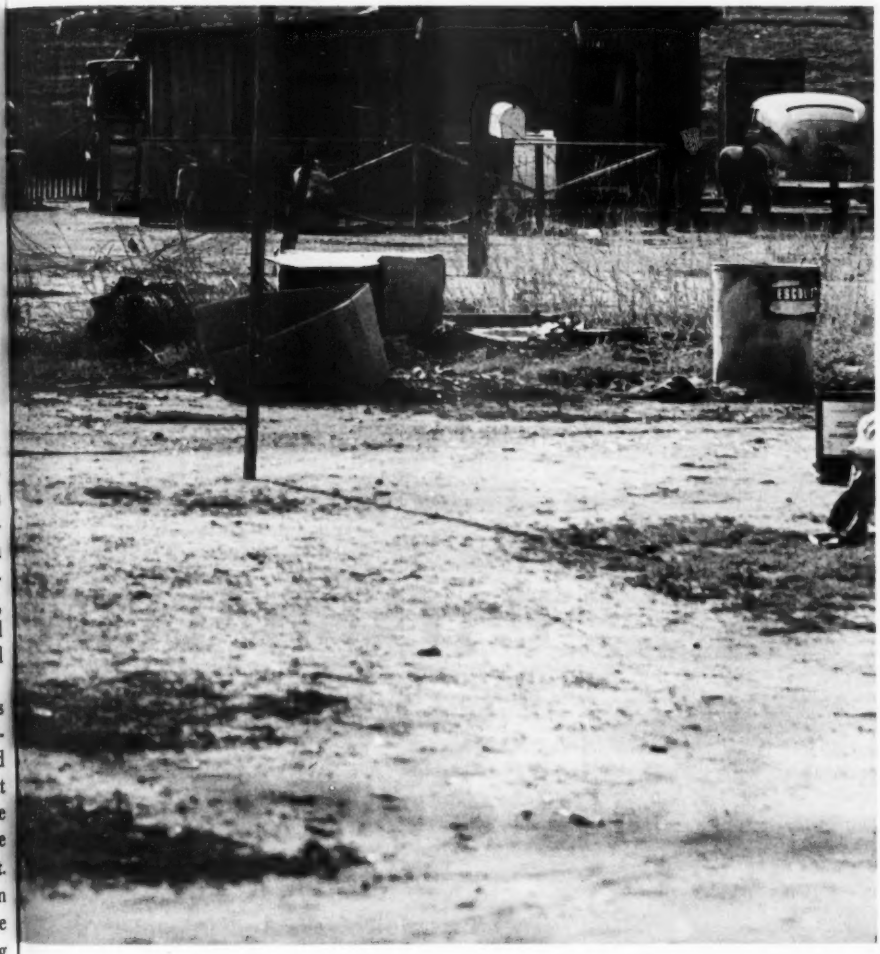
A regional Skill Bank has been instituted in Albuquerque and State and local job Skill Banks are being established to assist employers from throughout the region—and beyond—in their search for qualified minority group candidates for all levels of their individual work

forces. These banks register, test, and place Mexican-American workers—from unskilled laborers to highly technical professionals—and provide them with followup social and educational services after they are on the job.

Registration drives have been conducted in Mexican-American ghettos in the five States where the 11 cities are located and by now an estimated 45,000 would-be workers have registered their names, their skills, and their abilities with Operation SER offices. SER officials will continue to work with companies after they have employed SER registrants, helping them understand the unusual problems of their new employees, and ensuring that the SER discoveries remain useful and employed.

The barriers SER faces—an adobe curtain that spreads across a thousand miles of the Southwest—will not easily be pulled down. But progress is underway.

"One of the basic goals of the Great Society," Secretary of Labor W. Willard Wirtz has said, "is that all Americans enjoy the economic security and dignity that flow from full use of their talents. The path to this lofty goal will be much easier to travel through programs like Operation SER. By exploring new trails leading to full employment and higher earning power for a large body of Spanish-American citizens in the Southwest, this unique program will play a vital part in our mutual efforts to ensure a richer and fuller life for all."



PATERNALISM AND PREJUDICE

Struggles of the Indian and the Spanish-surnamed

CARL E. CRAIG

Office of Economic Opportunity photos

The Indian and the Mexican-American in the Southwest are two struggling minorities who slowly but certainly are responding to sociological currents sweeping the Nation. They are beginning to show a unity of purpose which will doubtless create an even greater ethnic awareness and ethnic expression. Both groups have much in common.

Both groups are indigenous to the Southwest. The Indian's cultural involvement with the region is historical and unchallenged. Of the Mexican-American, Dr. John R. Martinez writing in the March 1966 issue of the magazine REVEILLE said, "unlike those who migrated to this country because of political or economic upheaval, and who broke sharply with past traditions, the Mexican-American has moved back and forth over the vast areas of the Southwest as the exigencies of the times required. The Southwest is his region. He does not particularly sense being in a foreign country. He is at home." Both groups resent the tendency to regard the Southwest as an isolated, unimportant region of the Nation. Both groups tend to regard themselves as "forgotten Americans." Both groups are jealous of the attention the Negro has received from Federal programs, and his representation in high level policymaking positions. Both groups are beginning to organize on a broad basis, and there are unmistakable signs that their patience is wearing thin.

On March 28, 1966, representatives from other States and the Federal Government were startled when 50 Mexican-American delegates, representing six southwestern States, walked out on the Federal Equal

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Employment Opportunity Commission charging that the Commission was indifferent to Mexican-American needs and that by the absence of Mexican-American representation on the Commission it was guilty of discrimination in its own hiring policy.

Speakers representing the League of United Latin American Citizens (LULAC), the Latin American Citizens Association (LACA), the Political Association of Spanish Speaking Organizations (PASSO), and the American GI Forum repeatedly accused the Federal Government of insensitivity toward Mexican-Americans. They cited, in particular, the lack of advance information regarding the agenda, and, again, the scarcity of Mexican-Americans in policymaking positions.

On May 23, 1966, some 70 Mexican-American delegates to the Arizona Conference of Mexican-Americans sent telegrams to President Johnson and to the Governor of Arizona, after which they laid aside their signs—"Viva la Huelga," "Mexican Americans Unite for Action," "The Southwest Needs Help"—and knelt in prayer in front of the Western Union Office in Phoenix. Conference officials claimed that the demonstration was designed to bring attention to poverty among the Mexican-American community.

More dramatic still was the 300-mile march of Mexican-American grape strikers from Delano, Calif., to the State Capitol at Sacramento with their statue of the Virgin of Guadalupe. In July 1966, a group of Mexican-American farmworkers started a long, hot, summer march from San Juan to Austin, Tex., the State Capital, a distance of 380 miles, in protest of the wages paid Texas farmworkers.

The December 1966 issue of the American GI Forum newspaper FORUMEER expressed some bitterness regarding the proposed "White House Conference for Mexican-Americans." In an article, Dr. George I. Sanchez indicated a weariness of conferences which lead to more conferences with little production, results, or action.

These incidents—and others like them—are symptoms of a certain

and growing displeasure felt by a vocal segment of the Mexican-American leadership. These leaders, angry and frustrated, are militantly attempting to communicate their dissatisfaction. In expressing this discontent, the Mexican-American is drawn inevitably into a conflict between the Spanish culture and the dominant Anglo culture.

But in his quest for equality, the Mexican-American's drive has not yet matched the militancy of the Negro—and some doubt that it ever will. First of all, the Mexican-American is more easily assimilated. This has been both a blessing and a curse as leadership potential is absorbed into the mainstream of dominant Anglo culture leaving the "pelado" without the skill and the sophistication needed to organize and launch a civil rights drive. Again, civil rights do not have the same emotional meaning for the Mexican that they have for the Negro. To some, the feeling is that if he has the education and "the good job," all of his problems will take care of themselves in due time.

He has confidence in his ability to withstand problems and ultimately to emerge victorious over the vicissitudes he faces daily. He may act individually instead of collectively when faced with discrimination, for he does not feel inferior. He is, after all, a member of "La-Raza" which, in Mexico, overthrew foreign power after foreign power until they were masters in their own home. Thus it is, that while he wishes a better life, the music of the mariachi causes his heart to beat a little faster and from this he is unwilling to depart—at least for the present.

His ethnic pride endures, but still the Mexican-American has seen the Negro demonstrate, gaining self-awareness and the concern of the Nation, while his own problems go unattended; or at least he feels they are unattended.

What is the Mexican-American attempting to communicate to the dominant society? Dr. Ralph Guzman, assistant project director, UCLA Mexican-American Study Project, writing in the July 1966 issue of the magazine AGENDA said, "The social hurts are deep and they have often been rubbed with the

salt of official neglect. These hurts make up the Mexican-American agenda for social action. Among the salient are:

Education.—The median school year completed by Mexican-American youngsters in 1960 was 8.5. On the other hand, Negro children completed 10.3, while the rest of the population finished 12 years. Generally speaking, school systems have failed the Mexican-American people. "Dropouts" is an American middle class conclusion—among Mexican-Americans a better word is "forced-outs."

Employment. — Mexican-Americans are, in large part, an unskilled pool of industrial labor, with few skills, little formal education, and limited ability to speak English. Many are doomed to live unemployed and disillusioned lives unless massive job creating and training programs are specifically designed to meet their needs.

The Mexican-American's long ledger of neglect and disappointments is easily matched by the Indian's, whose problems are as old as the Nation. Though cut off by discrimination and, to a certain extent, by his subculture from the mainstream of American life, he too has seen the Negro stand a little taller by demanding a measure of control over his own destiny. There are unmistakable signs that the Indian is not as content as he had been pictured to be.

National Conference

On February 15, 1967, the Bureau of Employment Security sponsored a National Conference on Manpower Programs for Indians, held in Kansas City, Mo., and attended by representatives of more than 150 tribes. There existed there a spirit of unity, and a sense of national identity not realized in other Indian conferences. Indians were there from throughout the Nation, including Alaska and Florida, from the southwestern and eastern United States, but usually, instead of alluding to their tribe, speakers frequently prefaced their remarks with, "We Indians . . . ."

It was notable that the Indian representatives questioned the proposed transfer of the Bureau of Indian Affairs to the U.S. Department of Health, Education, and Welfare on the general basis that the tribal representative did not have sufficient opportunity to submit such a proposal to their tribal constituency.

Indian in Legislature

Arizona has elected its first full-blooded Indian to the House of Representatives, Lloyd House of Navajo County. He has already made his mark as a firebrand legislator. Speaking of his public school education, in the kindergarten at Winslow, Ariz., he said he remembered, "Only one thing. Baths. We were already the cleanest kids in school. But every day they gave me a little bar of soap and made me take a bath. I know what I'm talking about when it comes to discrimination."

Mr. House's election was as much of a surprise to Indians as to the general populace, and politicians suddenly realized that Indians could control or be a dominant factor in the political activity in a number of Arizona counties. There is, on the major reservations, an increased interest in registration and voting laws, and there are jests of "Red Power." But jesting aside, the Indian *is* aware of his political potential in Arizona.

The mass communications media, especially television, has brought the outside world to the reservation. The "good life" of electrical appliances, mechanical equipment, and other laborsaving devices has made its impact on Indian thinking; here too the old ways may be dying, but dying a hard death. On probably each reservation in Arizona, the internal struggle continues between the "traditionalist" and the educated young who have less concern for the old ways. In any attempt to communicate with Indians in Arizona, one must recognize the existence of another culture.

The importance of the written word is still a somewhat new concept to many Indians. Historically, matters were debated and decided in council. The decision was handed down verbally. A major problem of communicating with many tribal officials is the difficulty they may encounter in comprehending correspondence and reinterpreting it for members of the tribe. Many times tribal chairmen are chosen for general wisdom rather than academic learning.

Then too, the languages spoken by most Indians in Arizona have limited vocabularies compared with English. For many English expressions there is no Indian counterpart.

The Indian, for the most part, is not concerned with integration. He reasons that everyone should have a homeland, a refuge, and to him the reservation serves that purpose. In our times, the biggest communication barrier is the distrust the Indian has of the Anglo. His forefathers have told him of the broken treaties in the not too distant past.

This distrust is enlarged today by the promises of Federal programs and money which frequently do not materialize or are far below expectations. The Indian has been disappointed too many times to become unduly excited by promises.

Indian leaders are critical of the education their children receive. How, they wonder, will their children understand the primary reader of John, Spot, and Mary, the towns with streets, stoplights, and grocery stores when he is more familiar with trails, roads, and trading posts.

What He Wants to Say

What is the Indian attempting to communicate to the dominant society? He is attempting to communicate unemployment of almost 50 percent, an average age of death of 42 (compared with a nationwide

average of 62.3 years), a birth rate and an infant mortality rate twice as high as the Nation's; and an average educational level of 5 years.

He is attempting to communicate a desire to be rid of paternalism. Robert LaFollette Bennett, Commissioner of Indian Affairs, and himself an Indian, said recently, "Paternalism and its stifling effects brought about by the myriad of laws and their administration affecting Indian people should be eliminated."

But the major issue is employment, for both the Mexican-American and the Indian, placing the Employment Service in a position to make a unique contribution toward the alleviation of the frustrating problems besetting these two minority groups. The Employment Service, however, is composed of people who are the products of their own environment, and who are influenced by its values and concepts. There is, too frequently, little toleration; or rather, there is suspicion of other cultures and stereotyping of its members.

It may be impossible to have *all people* in the Employment Service committed to equal opportunity, but it must be the concern of top management to make continuous efforts in this regard.

Attitude Toward Minorities

Every manpower agency in our times has a community image based primarily on the attitudes of its personnel, especially those on the day-to-day contact with minorities. To serve the total community, the Employment Service must have a positive, understanding attitude toward minorities.

Positive agency attitude begins with a firm, moral position by the top administrator. The administrator of the Arizona State Employment Service has issued forceful executive memoranda setting forth his personal attitude and insisting that the civil rights laws be adhered to without reservation. The Arizona State Employment Service, in cosponsoring various conferences involving Indians, has always granted tribal chairmen the same dignity and status of any Governor of a State. Its involvement on the reservations, in regard to Indian-staffed and managed offices, is well known and has been the subject of many articles.

The inservice training in the agency is "people oriented." Minority leaders are liberally utilized as panelists, and ethnic concepts are examined in frank discussion.

The Arizona agency is known for its position as a catalyst in each community where a local office exists. Its relationship with various reservations and reservation agencies, such as the Bureau of Indian Affairs and the Navajo Community Action Program, is one of trust and mutual assistance. The local office has long provided counseling and testing services to reservation and nonreservation schools. Agency personnel are advised to join minority organizations as part of their professional growth.

ES Has Active Role

The Arizona State Employment Service has been intimately involved with the major Mexican-American organizations and was present at the local organizational meeting of Project SER (Services, Employment, and Redevelopment), the special antipoverty program for the Spanish-speaking in the Southwest. The synopsis of the project for public consumption in English and Spanish was published by the Arizona agency. The Assistant Supervisor of Services to Minorities serves on the Phoenix SER Board of Directors and the Employment Service loaned SER skilled interviewers to assist in its local skills bank drive.

Minorities have long sought ethnic identification in local Employment Service offices. A minority person feels that an agency that hires his people would be sympathetic to his aspirations. Too frequently, the excuse has been used, "We can't find a qualified member of that minority group." This statement has been overworked and places that agency under suspicion by direct action groups. One of the easiest means of communicating with minority groups is the inclusion of members of that minority group in the agency work force. In order to find them, the agency must use all the channels of recruitment and create novel techniques. The local office that is truly concerned about its communications with the minority community should run a sensitivity check to determine the percent of traffic which is of the minority group.

Available in Spanish

The Arizona State Employment Service translates into Spanish much of its material designed for public consumption. This includes merit system recruitment bulletins, information relative to Job Corps and Neighborhood Youth Corps, services of the Youth Opportunity Centers, material on the farm recruitment posters.

Communication on any level is not an easy matter. It cannot be accomplished without a positive agency attitude and a desire to utilize every known means which would assist in understanding the thinking and feelings of those of different cultures. The major barrier to successful communication with the Mexican-American is a failure to recognize that each represents a culture, with all of its ramifications, different and distinct from the dominant Anglo culture. Whenever the two meet head-on without understanding, confusion, misunderstanding, and stereotyping are too frequently the result. This the Employment Service cannot permit to happen.

The Urban Spanish-American

PUERTO RICO IN NEW YORK

LOUIS A. CARDONA

The Puerto Ricans in New York—and there are more than 700,000 in the city's five boroughs—are members of a minority who experience the restricting effects of poor English, inadequate education, inappropriate work-ways based on another culture, and prejudice from the dominant ethnic groups of the United States.

In many ways, the experience of the Puerto Rican migrant is similar to that of the earlier ethnic minorities who came to this country from Europe. But the present situation of the Puerto Rican is different: It is more critical and difficult for them to adapt to the increasing complexity of a technical society than it was for their earlier European counterparts.

The Puerto Rican migrant in New York—as in the other urban centers—spent most of his premigration days in a relatively homogeneous environment, very different from the one in which he is now living. Originally coming from an essentially rural area, his life consisted of a highly personalized experience, closely knitted and based primarily on one-to-one contacts. Members of his sociocultural group were homogeneous, sharing a common set of norms, with no significant racial discrimination, where time constraints were relatively relaxed and society highly personal.

Having successfully adjusted to his prior environment, the migrant arrives in New York City. He makes every effort to find the type of job and work environment to which he is accustomed, but which does not exist in New York. Typically, should he succeed in locating a job which draws upon some portion of the skills he developed in Puerto Rico, he is unable to get the job or keep it because of his language, work-orientation, and other difficulties.

Most employers are reluctant to take a chance on an employee who may have difficulty communicating with fellow employees and who may not have the typical working American look to which he is accustomed. The new Puerto Rican migrant will, in fact, be unaccustomed to the strict adherence to working hours, the chain of command concept, the administrative redtape, and the various other dynamics of the New York City employment world.

The problems of adjustment for Puerto Ricans on the continent are very acute. They are mingled with members of other ethnic groups and are very young people—most of them in their early twenties. Poorly prepared to cope with the vocational and social demands of the urban center, their median number of school years completed is 3 years behind the average in the United States. In New York, the Puerto Rican of prime working age is 25 or older but has completed only 7.7 years of education.

And often, those 7.7 years are spent in vocational rather than academic schools. The New York City Board of Education recently reported that out of 224,000 students in academic high schools, 28,000—12.6 percent—were Puerto Rican, while the enrollment in vocational high schools stood at 41,000 with

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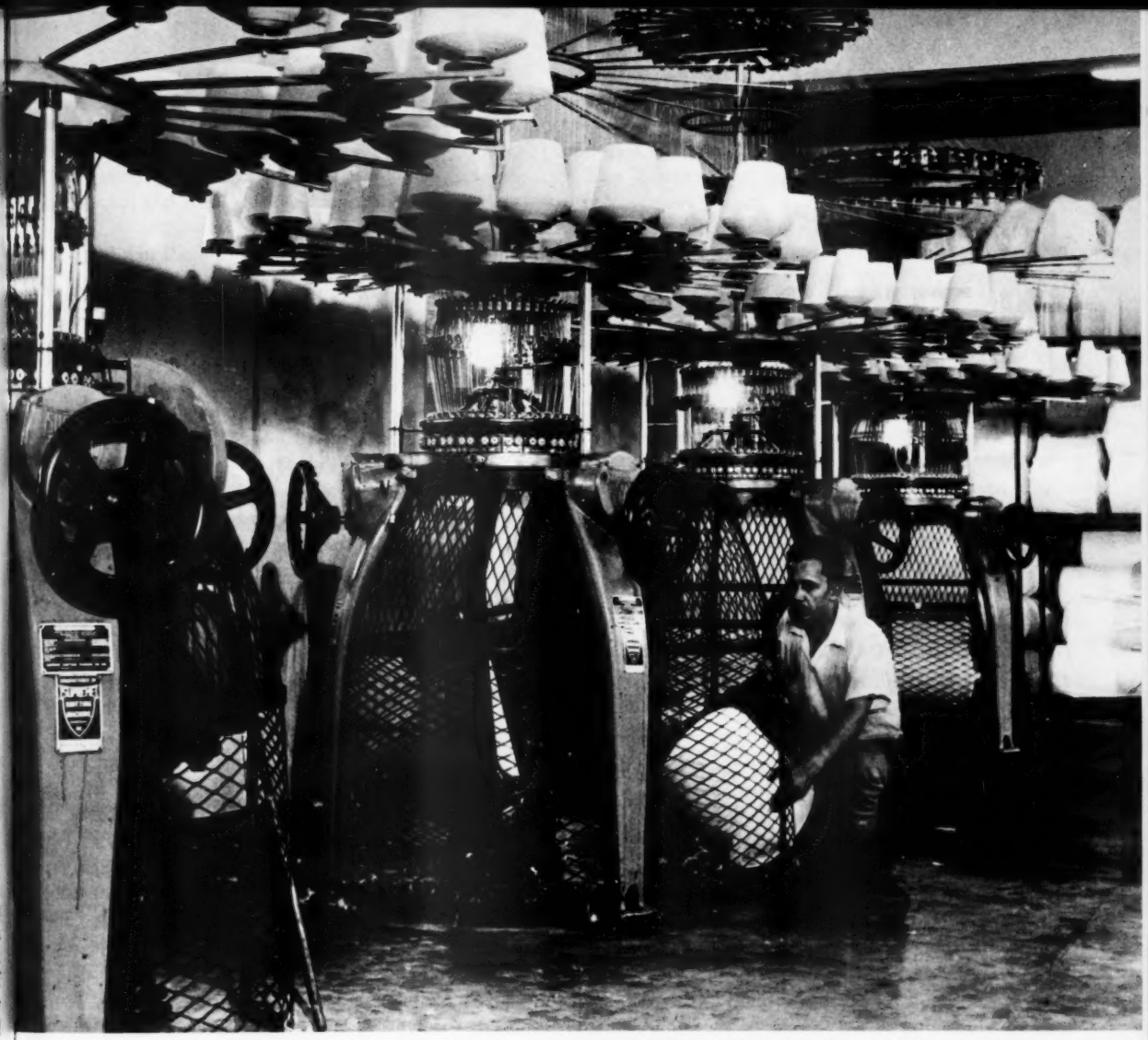

11,000, or 28.5 percent, of them Puerto Rican. Since future job opportunties lie in the professional and skilled occupations, the high percentage of Puerto Ricans receiving vocational education adds to the difficulties of the whole minority group.

The unemployment rate of the New York Puerto Rican is 10 percent, compared to 4 percent for the total labor force of the metropolitan area. This figure does not reflect the unemployment rates of specific ghettos that have dehumanized individuals, nor does it reflect the numbers that are no longer actively looking for employment.

The distribution of Puerto Ricans who are employed in New York City is markedly skewed toward the lower end of the occupational hierarchy. In 1960, 65 percent of them were in blue-collar jobs, 16 percent were in service jobs, and only 19 percent held white-collar positions. The 1960 figures for New York's non-Puerto Rican white population show that 58 percent have white-collar jobs, 32 percent blue collar, and 10 percent are in service fields.

These education and employment statistics apply to all New York City Puerto Ricans. Those who were born in the United States, however, fare somewhat better than those who migrate from the Island. The formal education of the born-in-New York group is usually 2 to 3 years beyond the migrant group.

Their introduction to the U.S. work environment is easier for them to accept because of their natural adaptation to the industrial setting.

(*Continued on page 37*)

JOB ECONOMICS IN THE RESPONSIBLE SOCIETY

DANIEL H. KRUGER

A free society cannot tolerate large numbers of its citizens who are unwanted and unemployed. Thus, we are asking personnel people in industry to turn their backs on their experience and training and start thinking in new directions that involve employing and training the excluded. . . .

We in America live in a *job economy*. About 90 percent of the U.S. labor force is supported through job earnings. This may seem obvious, but jobs have not provided the means for so many Americans to earn their livelihood. In earlier periods in the Nation's history, a substantial proportion of the people worked on the land. At a later time, millions of Americans worked for themselves—in offices, stores, and service activities.

As our society evolved into a highly urbanized and exceedingly industralized economy, self-employment declined and working as an employee in business and industrial firms and in government significantly increased. The job became the most important economic activity in the lives of most of the American people because it provided the central means for earning income.

The centrality of the job is the most distinguishing characteristic of the American economy. Consequently, preparing for a job, getting a job, holding a job, separating from a job, and finding another job to replace it are very crucial matters for the bulk of the labor force.

Daniel H. Kruger is a Professor of Industrial Relations at Michigan State University.

In our kind of society, work is still the most important segment of adult life. In a job economy, to have a job, especially a steady job, is the goal of most Americans. Workers seek jobs and employers seek workers. There are intense pressures operating on the job economy which have serious implications for the development and utilization of the Nation's labor force.

First, the job economy operates in a system of change: Technological change, economic change, social change, and legislative change. The four components in this system are simultaneously affecting the Nation's manpower and, accordingly, each component is not totally independent.

Technological change deals with the application of scientific knowledge to the development of new processes, new techniques, and new products. For example, modern technology gave rise to the jet airplane, atomic energy, electronics, computers, and the scientific revolution in agriculture.

Modern technology includes mechanization, which is the substitution of mechanical power for the muscle power of humans or animals. A few examples include forklift trucks, conveyor belts, piggy-back trailers being transported by railroads, and shipping containers.

A second component in the system of change which is affecting the Nation's manpower is *economic change*. The very dynamics of our economic system gives rise to manpower problems. Plant location decisions, business failures, mergers, foreign trade, continuous shifts in consumer preferences, and the way consumers spend their income—all affect the allocation of manpower resources.

One aspect of *social change* (and this could also be included in the economic component) affecting the Nation's manpower is the movement off the farm to

the urban centers. In 1940, one out of every six workers was in agriculture; by 1960, about one out of 12 workers was a farmworker. Between 1950 and 1960, in fact, the number of farmworkers declined from 6.7 million to 2.8 million, a drop of 41 percent. These displaced agricultural and rural workers have gone to the urban centers, in many instances ill equipped to compete realistically in the job market. The kinds of jobs many are able to handle are the very ones being eliminated through technological improvements.

Another significant social change taking place is the increase in the educational attainment of the population. The importance of this fact for manpower considerations is that employers have, in a sense, a choice as to the kinds of employees they desire to hire. Many employers require a high school diploma as a condition of employment. This means the less educated frequently do not measure up to the employers' hiring standards. The employer who can easily hire a high school graduate does not want to hire a school dropout.

The *legislative* component in the system of change is, in the mid-20th century, affecting manpower to an unprecedented degree. Civil rights and fair employment practices legislation, coupled with Presidential Executive orders relative to Federal employment and defense contracts, have created manpower problems. Their objective is to provide equal opportunity for all.

The hiring and promotion policies of those employers who provide goods and services to the Federal Government are being scrutinized. A recent article in the WALL STREET JOURNAL (Nov. 9, 1966), "Job-Bias Showdown, Government Gets Set to Withhold Contracts From Some Companies," reports that several nationally known firms are dragging their feet on promotion of Negroes.

The article points out that "while most contractors are aware of their equal employment obligations, they have not assigned them top priority as the government insists they should." Furthermore, "many companies that do take equal employment seriously are under the mistaken impression that eradicating discrimination is enough; they don't realize that 'affirmative action to hire and promote minorities' is required."

More Positive Affirmative Action

One can predict that the Federal Government will increase the pressure on contractors to take more positive affirmative action. Halfhearted efforts will be closely scrutinized and, in all probability, sanctions will be applied if an unconvincing case is presented by employers. There is considerable evidence to suggest that employers must give most serious attention to implementing a policy of inclusion that will bring the benefits of our economic system to more and more once excluded Americans.

The system of change has indeed raised serious problems with respect to the development and utilization of our human resources. It is extremely important that we understand the dimensions of this system.

Change Is Unparalled

The job economy operates under conditions of change unparalleled in the Nation's history. The lessons of the past may be of little help in resolving the manpower problems arising out of the system of change. The current period is not just an extension of the industrial revolution which began 250 years ago. We are in a time which marks a drastic shift in the traditional manner in which the Nation has sought to develop and utilize its human resources. We need to reexamine some of our traditional concepts; we need to develop more appropriate ones.

We live in an electronic era with far-reaching possibilities and potentialities. For example, electronics has given rise to computer technology. These computers have wide application and their essential broadness makes these machines very different from the technological improvements of the past. We are just at the threshold of the Computer Age which will indeed greatly affect the utilization of our manpower as well as its development.

Another force at work which makes this period unique is the emphasis being given to research and development. We are, in practice, developing new sources of invention. There was a time we said that necessity was the mother of invention. Today, however, basic science is invention's maternal relative. Research and development spawn new inventions. The funds being expended for research and development have certainly skyrocketed. In 1940, less than $1 billion was spent by government and business and by the Nation's universities on research and development. In 1964, it has been estimated that about $24 billion was spent.

The expenditures for research and development have created an unprecedented demand for more skilled and high talented manpower.

Still another factor which makes this period unique is that the economic environment has changed. Capital in the form of new plants and equipment is becoming more efficient. New plants and equipment require fewer workers to perform the necessary tasks.

But perhaps the most important factor which differ-

entiates this period from those of the past is the man-machine relationship. It is becoming painfully clear that the labor factor as a factor of production is not homogeneous. A highly industrialized urban society requires manpower with particular skills. The occupational distribution of the labor force reflects the demands for particular kinds of skills. White-collar workers have been increasing and blue-collar workers decreasing.

Need For More Education

The changing manpower requirements have created a need for better educated manpower. Workers with low-level skills and workers with inadequate educational preparation are finding it increasingly difficult to find employment. Some workers could perhaps have qualified for the simple repetitive and routine jobs, but these are the very ones which can be easily taken over by machines electronically controlled. They are not candidates for jobs in the growth industries because they do not possess necessary skills or education.

The elimination of the low-level jobs is being felt disproportionately by the nonwhites in the labor force. The unemployment rate in September 1966 was 2.4 times the white rate. In recent months, the ratio was 2 to 1, a ratio which has persisted for the last 10 years.

Workers with less education are feeling the effects of the current technological improvements more than those with high levels of education. The less educated worker has become a handicapped worker in the truest sense. In most instances, he has very little to offer the employer. There is, however, another startling fact about the data on nonwhite unemployment: The unemployment rate for nonwhites with 4 years of high school is 2.4 times the rate for whites with a high school education. This, among other things, attests to the poor quality of education in many of the schools in the ghetto.

The high school education of a student in the ghetto is not, in many instances, of the same quality as that of a student from the suburbs. A recent report of the U.S. Commissioner of Education to the President points out that in the northeast section of the country, Negroes in the sixth grade were 1.6 years behind whites; at grade 9 the distance between them was 2.4 years; at grade 12 the gap had widened to 3.3 years.

The impact of both the system of change and large numbers of workers seeking work has indeed created serious problems in the job market. The market on which we rely for allocation of the labor force is not a perfectly working self-adjusting mechanism. It does not insure that workers will find jobs. It tends to operate more effectively when the system of change operates gradually.

In the long run, it does adjust. Many important long-run adjustments, however, may take a lifetime, especially if they require extensive training and education. Workers, of necessity, are concerned with the short run as well as the long run. For the most part, they need a job *now*.

Public policies dealing with manpower are concerned with both the short run and the long run and those policies are undergoing profound changes. Prior to 1960, we had what might be considered a policy of exclusion. This policy just happened—there was no grand design. The job market institutions of the Nation—such as employment offices of private employers, private fee-charging agencies, civil service, and the public Employment Service—practiced a policy of exclusion, blocking large numbers of persons from active participation in the world of work. Screens were established such as testing, education attainment, medical requirements, race, age, sex, perfect social records; i.e., no arrests. These became obstacles which had to be overcome. The selection process and the selection procedures became more refined. With each refinement, the policy of exclusion became more institutionalized. The objective of these screens was, in theory, to obtain the best qualified worker for the available job.

Worker Should Fit Job Design

The job design became all important. Worker specifications were established in terms of the job to be performed. The job was defined by management. The placement agencies—both public and private—then proceeded to search out for persons to fit the specifications. If the applicant did not measure up to these standards, he was excluded from consideration.

The job designers set the tone for hiring during the postwar period. Employment specialists developed an array of supportive instruments and practices to get "the best qualified applicant." Of course, the demands of the job market affected and altered the requirements for the job. With high levels of unemployment, the requirements became more stringent. As the level of unemployment fell and the job market became tight, requirements were relaxed. Despite the relaxation, there are still large numbers of unemployed workers, many of whom are young workers who are not able to compete realistically in the job market.

With the enactment of manpower legislation—

ARA, MDTA, Economic Opportunity Act, Civil Rights, education acts—we changed the policy of exclusion. As a society, we have made a decision—a critically important decision: that everybody is to be included in the mainstream of American economic and social life.

Consider Not Only the Winners

This is indeed a significant change. Heretofore, the society was geared to serve the winners—those who were able to finish school, without any difficulty, and those who were able to meet employers' hiring requirements. We were, and to a certain extent still are, reluctant to admit to ourselves that we do have losers. But of course we have losers, we have excluded, we have the disadvantaged. This group includes more than the youth, the older worker, the Negro, the Spanish-speaking American. It includes all those who by reason of personal characteristics, backgrounds, emotional deficiencies, lack of skills, or deprivation or economic denial are disadvantaged or excluded in their participation in the job market. Thus the excluded are not synonymous with the poor, the minority groups, or the unemployed, although the same individual may fall in all of these categories.

The implementation of both this basic change in social policy and the manpower programs has encountered serious difficulties. Many of the manpower institutions—both public and private—have had the agonizing problem of shifting their mental gears. This is a painful process, especially if the institution has tired blood or just does not have the capacity to renew itself.

It is of paramount importance that employers examine their hiring requirements in order to see that they are realistic both in terms of the current conditions in the job market and in line with the policy of inclusion. This policy of inclusion has had and will continue to have a traumatic effect on personnel people in industry. Their standing, their performance rests on their ability to select out of the most able. Employment opportunities, however, must be provided for the excluded. We cannot relegate them to the human scrap pile. A free society cannot tolerate large numbers of its citizens who are unwanted and unemployed. Thus we are asking personnel people in industry to turn their backs on their experience and training and to start thinking in new directions that involve employing and training the excluded.

Employers must become more training conscious. Training programs are essential for both the vitality and survival of the enterprise. Most of the existing training programs, however, are for those already included. We need, however, to redirect our thinking towards training programs for the excluded. Here, again, we are asking training directors to turn their backs on their experience and training. As a rule, the training programs in industry are designed for those who learn more easily, who can follow the routine, who can adjust to discipline, and who can conform more easily to the customs, mores, and practices of the work force. Training the excluded challenges our notions about the learning process. Specialized training materials are required. Instructors must be sympathetic, patient, and able to improvise. They must relate effectively to the "trainees."

In employing the excluded, employers must also reorient themselves. A great deal of understanding is required by employers regarding these workers. Hiring of the excluded demands a sensitivity on the part of employers in order to facilitate their new workers' adjustment to the world of work and its realities. This is particularly true for foremen and supervisors who will be overseeing the employees recruited from among the excluded. Top management must understand that the foremen are coping with situations which are strange and perhaps uncomfortable. These foremen need support and encouragement. They need to have some understanding of the dynamics of the social processes and the environmental forces at work which affect the excluded. Middle class values may be of little help in communicating effectively with these employees. Furthermore, little is gained by judging the excluded by middle class values, at least initially. A favorite shibboleth is that they do not want to work or do not want to participate in training programs. The data on the characteristics of persons participating in the federally supported occupational training programs seriously questions this notion.

Social Mechanics Badly Needed

Businessmen must become more involved in community activities designed to improve the employability of the disadvantaged, the excluded. Desperately needed are social mechanics, citizens who want to get their hands dirty in the social machinery which is designed to handle and attempt to resolve manpower problems. The businessman could indeed bring certain kinds of expertise to bear on these problems which cry out for resolution or amelioration. We need

(*Continued on page 40*)

MDTA
IN THE REDWOOD FOREST

The port at Humboldt Bay, beside the redwood forests of northern California, serves vessels from all over the world, calling for shipments of logs, lumber, plywood, and pulp.

It is the port of Humbolt County where forest products provide the major number of jobs and are a controlling factor of the local economy. Following the forest industries in economic importance are tourism and commercial fishing. All of these industries have seasonal variations of employment which account for high peaks of unemployment. The county suffered disatrous flood damages in 1955 and 1964, wiping out entire towns and industries.

The hazardous occupations in the lumber and logging industries and requirements of stringent physical examinations by these employers leave a vacuum of employment needs in the community. Lack of skills and educational requirements prevent the unemployed from becoming gainfully employed. The impact of MDTA training on a community with this type of unemployed jobseeker, and the lack of diversity of the job market, cannot be overemphasized.

Since the start of MDTA, 16 classes totaling 396 trainees have been completed and three classes are now in session with 59 trainees attending. Basic education, motivation, and grooming have been a part of the training.

The success of these courses can be substantiated throughout the community:

—A handicapped veteran with an amputated right arm suffered a broken back and had been in and out of hospitals since 1953. He was able to hold only short-term jobs and was forced to resort to welfare. After enrolling in an MDTA janitorial class, he was hired to fill a supervisory janitorial position for a chain of restaurants.

—A 44-year-old veteran worked as a construction laborer with long periods of unemployment. After successfully completing an MTDA class for Rod and Chainman (Engineering Aide), he was placed in a position as a construction inspector with an engineering firm on a waterline project. After completing this project, he was offered and accepted a permanent position as supervisor of a municipal water district station.

—A 33-year-old veteran, who had been unemployed for 17 months, was enrolled in the Rod and Chainman MDTA class and upon graduation was placed with a utility company at a salary of $113.65 a week.

—A welfare recipient who was crippled by a memory-impairing stroke, had forgotten how to read or write. His wife suffered a nervous breakdown and had not worked for 10 years. Both were enrolled in an MDTA class in multidomestic occupations. He was taught to read and write, and after completing the course, both went to work for a commercial janitorial service.

—A former mill and railroad worker suffered a leg injury in a mill accident. He worked for a while as an orderly, but became unemployed during the 1964 flood and was unable to find work until completing training as a janitor. He is now working as a custodian in a school at a salary of $400 a month.

—One divorced mother of two children suffered a back injury and could no longer work as a waitress. She had received welfare aid intermittently but after completing a course in multiclerical occupations, she found employment in the office of a food concessioner for a local college at a salary of $350 a month. The employer has offered her a transfer to another location at a salary of $440 a month.

Employers are pleased with these Humboldt County trainees, and the trainees themselves are pleased with MDTA. Letters of appreciation are received from the trainees long after graduation and their enthusiasm is so great they have formed an MDTA Alumni Association.

A FLORIDA PLANT ENDS AGE DISCRIMINATION

Onetime police matron Minnie Hurt, at 74, is the oldest person on the job at TMA's Electronics Components Division plant in Clearwater. On this eyelet machine, she handles 1,100 printed circuit boards a morning.

Is it sensible to operate a factory where the older you are the better your chances are of getting a job?

—Where the workers are so content that the services of a personnel manager are not required?

—Where employees choose their own working hours?

—Where the foreman is the youngest man on the job, yet no one complains?

It's not a new utopian scheme; nor is it capitalist paternalism.

It is the practical policy of the Clearwater, Fla., Electronic Components Division plant, owned by Television Manufacturers of America Co., Inc. And it works.

Age discrimination—so common to mid-20th century hiring practice—does not exist at this plant.

The operation employs men and women as old as 74 on its assembly line. The employees, whose average age is 50, turn out printed circuit boards and TV chassis under the supervision of a 24-year-old foreman.

The plant manager is Norman Stein, 59. Since TMA acquired the facility in May 1966, he has directed the unique operation.

"I guess I'm not alone in observing that the skills of many, many people are going to waste because they happen to be over 50," he said. "The joy here is that TMA has chosen to overlook the age factor in hiring, and has made it pay off both for the company and for the worker."

Clearwater, halfway down the west coast of Florida on the Gulf of Mexico, is an ideal location in which to recruit a work force of middle-aged and elderly people.

However, it is not primarily a retirement community. Because of beautiful Clearwater Beach, it is one of Florida's most important resort cities.

Clearwater also is a growing community of industries, which are helping to build an increasingly stable economy. Situated only 20 miles from both Tampa and St. Petersburg, it has the advantages of these larger cities, while retaining a small-city charm that attracts visitors and residents of all ages.

The population has jumped from 15,000 in the 1950's to 50,000 today, and there are 175,000 in the immediate trading area. A constant stream of visitors pushes the actual number of people in the area 25 percent higher in any given season.

Since a large percentage of the many retired or semiretired residents here, as in most cities, would rather be working, TMA has been able to choose from the cream of some of the Nation's largest untapped human resource.

How has it worked out?

"We're very gratified with the results which far exceed our expectations," Stein answered.

"First of all, these people are grateful to be occupied in an atmosphere in which their age not only is not counted against them, but is a positive factor in their behalf. This boosts their ego, and tends to improve their working habits which already are quite good.

"We've found that people 50 and over pay more attention to detailed work—and the placement of a variety of electronic components into circuit boards is indeed intricate work.

"Our assembly workers have memorized the intricate patterns of all seven printed circuit boards produced here—so they can switch at any time from one assembly line to another.

"Personality and workmanship problems are virtually nonexistent. There is no such thing as a theft and vandalism problem. We don't need a personnel manager as a sounding-board and middleman for grievances, because there aren't any grievances. We have a relaxed and very sociable environment, and we all get along beautifully."

Strangely, the youngest person on the premises is Rubin Landazuri, foreman. He is a full half-century younger than the oldest worker under him. A native of Quito, Ecuador, he once studied architecture at the Central University of Ecuador before coming to the United States.

"I worked as a machine operator at the main TMA plant in Wheeling, Ill., before being promoted to foreman," he said. "Even at Wheeling, I had noticed that the older people the company hired were more trainable than the younger ones.

"Down here, where the work force is dominated by the older people, this trait is even more noticeable. The people over 50 are simply more conscientious—and take more pride in their work. Younger persons tend to 'know it all,' to talk back and resist when you try to tell them how a job should be done.

"There are some other younger employees, which tends to pull the average age of the work force down to about 50. They seem to enjoy the friendly nature of the operation."

Working conditions at the Electronic Components Division plant are set up with the needs of older people in mind. Hours and conditions are extremely flexible, and each works at his own pace.

Originally, a work schedule of 4½ hours a day was planned so that employees already drawing Social Security would not forfeit their benefits by earning too much in a given year.

To TMA's surprise, many employees wanted more work—even at

the expense of losing their Government benefits.

"No one here wants to exist on memories and a Government check; they want to live in the present and continue to amount to something in the eyes of their families, friends, and themselves," Stein observed.

"Retirement is a touchy subject. Outside of those few who are really ill or tired out, nobody really wants to retire at 65 or before. Why should they? Most of them are not infirm in any way. Many are at the peak of their working powers."

Stein should know. He himself was a potential dropout from the affluent society. A school board employee for many years, he suddenly found himself "unemployable" at an age when he felt his abilities and experience should be valuable to dozens of potential employers in his area.

It was an attitude no one shared except TMA, with whom he signed on last year as plant manager.

The rich and varied reserve of experience among the over-50 personnel is much in evidence at the TMA plant.

Minnie Hurt, 74, is the oldest person on the payroll. Her job is operating a machine which punches eyelets in printed circuit boards. She turns out 1,100 boards on her 4½-hour shift, and she often gets ahead of the other women on the production line. When this occurs, she keeps herself busy trimming the wires which go through the eyelets.

"I worked for Western Electric in Chicago running a winding machine and also as a switchboard operator," the great-grandmother said. "I also worked as a police matron, and I am a pistol expert."

Minnie's husband, who owned a printshop, retired to Clearwater 21 years ago. Her job at TMA is the first she's held during that time. By working only a 4½-hour day, she still receives Social Security benefits.

Lurena Talbot, 64, is a widow with two great-grandchildren, and has lived in Clearwater since 1963.

"I read about TMA's openings for older people in a newspaper ad some months ago," she said. "I simply couldn't believe at first that the company actually was seeking out us older people, so I came and found out for myself. I'm so happy to be working at last."

In her few months on the job, Lurena has memorized the intricate patterns on all types of circuit boards manufactured by TMA. Her job is to emplant 25 different components into the boards—including capacitors, resistors, tubes, variable condensers and coils. She works a full 8-hour day.

Florence Meister, 58, was an office worker in a bank before coming to Clearwater in 1953 with her husband, who is still working.

She solders "jump" wires on circuit boards and solders around the eyelets, making certain that holes are plugged around each wire and cutting off wires which are too long. She also attaches 11 parts to the underside of each circuit board as it passes her on the assembly line.

Like Lurena Talbot, she has increased her efficiency by memorizing the patterns of each board.

Hugh Baker, 55, was a retired hotel baker when he settled in Clearwater 4 years ago. He came to work for TMA in October 1966, and is now a machine operator in the soldering department.

Other assembly line workers include a retired oilfield engineer, an aircraft plant foreman and an insurance salesman. All these and others have found a new dignity and meaning in life in their steady employment.

According to TMA President Wallace A. Keil, assembly line work of the nature done at the Clearwater plant is uniquely suited to older people.

"Their memory and attention to detail are simply staggering," he said. "I think you'll find this quality far more true of older people than younger ones.

"You've noticed that some of these workers have memorized the patterns on seven different circuit boards. When you stop to think that this involves committing to memory a total of several hundred connections and components, you can see what kind of attention our workers pay to their work.

"We have discovered in Clearwater a rich reserve of human skills, and a conscientiousness and pride in craftsmanship that have made it easier than expected for our company to maintain its quality standards.

"The management of TMA has been so impressed with this operation that we plan to increase its capacity to serve industry and government outside the needs of our own firm for electronic components."

TMA, like any other company, is not in the social welfare business. It has hired older people because its job market in Clearwater is full of such people who want to work and because they do the job better.

Hugh Baker is a 55-year-old retired Miami hotel restaurant baker who came to work last fall at the TMA plant as a machine operator in the soldering department. Here, he oversees an automatic operation in which circuit boards move through a soldering bath which seals components in place.

BAFFLEGAB & BUZZWORDS

JAMES P. GANNON

The implementation of behavioral indices extraneous to the functional interdependence of variable role perceptions is extrapolated from the motivational interplay.

Whaddid he say?

Nothing, really. It's a made-up quote. But what it's made up of is words and phrases heard the other day at the American Management Association's annual personnel conference in New York. And if it had been uttered, some listeners probably would have nodded knowingly.

For collectors of bafflegab, the art of impressing an audience with verbal bushwa, the meeting of personnel officials was a gold mine. Indeed, so glittering were its specimens that it was hard to tell a parody from the real thing.

One speaker was creating linguistic fog for fun. Allan L. Ruddell, a vice president of Honeywell Inc., introduced his audience to a handy pocket-card device called a "buzzword generator." By random selection from its three columns of numbered terms, such weighty phrases as "balanced transitional time-phase" could be concocted.

"Just take any three-digit number at random—let's say 478—and you have 'functional incremental hardware,'" lectured Mr. Rudell. "This of course has no meaning whatsoever, but you'll find no one, not even the most knowledgeable technician, will dare challenge the use of such a profound term."

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If Mr. Ruddell amused his audience, he probably embarrassed some of his fellow speakers, for they generated a blizzard of buzzwords of their own, in all seriousness.

Is it possible listeners found "functional incremental hardware" any more confounding than another speaker's reference to "a three-dimensional response quality matrix"? This personnel executive (charity demands suppressing his identity) was discussing the "five basic tactical dimensions for eliciting meaningful response" in a presentation entitled: "Techniques of Questioning, or, More Precisely, Methods of Eliciting Response." It's an open question how much response he elicited.

But it would be unfair to single out any one speaker, for the malady reached epidemic proportions in the 40-odd talks endured by the 2,000 personnel men at the meeting.

A New York executive, discussing how to manage professional employees, pointed to "a continuum of potential dissatisfying factors, which, even through impinging on the individual's situation in an acceptable manner, could not contribute to the positive motivation of the individual." He seemed to be saying that some things can bother a fellow in his work.

One vice president in charge of "organizational development" (titles can be buzzwords, too) was explaining changes in the Nation's work force when he declared: "Man's knowledge of his physical universe is exploding somewhere on the vertical plane of an exponential curve." That kind of statement gives a reporter a monentary urge to bolt from the auditorium and file a bulletin about that big explosion way out there.

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Some speakers redoubled the gobbledygook content by illustrating their comments with bafflesights.

A big cube composed of eight little roman-numeraled cubes was submitted as supporting evidence for a discussion of "The Classification of Group-Task Situations," which were depicted as varying along axes labeled "Task Structure," "Leadership Position Power" and "Effective Leader-Member Relations."

Analyzing "Leadership in a Turbulent Society," the speaker, whose specialty is described as "social and differential psychology," found it "obvious" that the leader in Situation I, where the three variables were, respectively, "structured," "strong," and "good," had a much easier task than the poor bloke in Situation VIII, whose circumstances were "unstructured," "weak," and "moderately poor." When he finished explaining, he inquired, "To what extent is this model of leadership effectiveness predictive rather than just heuristic?" It must have been a rhetorical question.

As the parade to the rostrum continued, the bafflegab glossary expanded: Narrowing parameters, functions of situational variables, diagnostic-planning activity, total organization on management confrontation—these were the catchphrases speakers used to befog whatever they had to say.

But at least one speaker made himself clear. He complained of a "translation gap" in big companies, separating the technical specialists from top management. The technician's jargon, he said, just doesn't get through to the boss. And who, in all management, is uniquely qualified to bridge the gap? Would you believe the personnel man? You should, said the speaker, because "one of the personnel executive's strongest skills over the years has been in translation."

Into what language?

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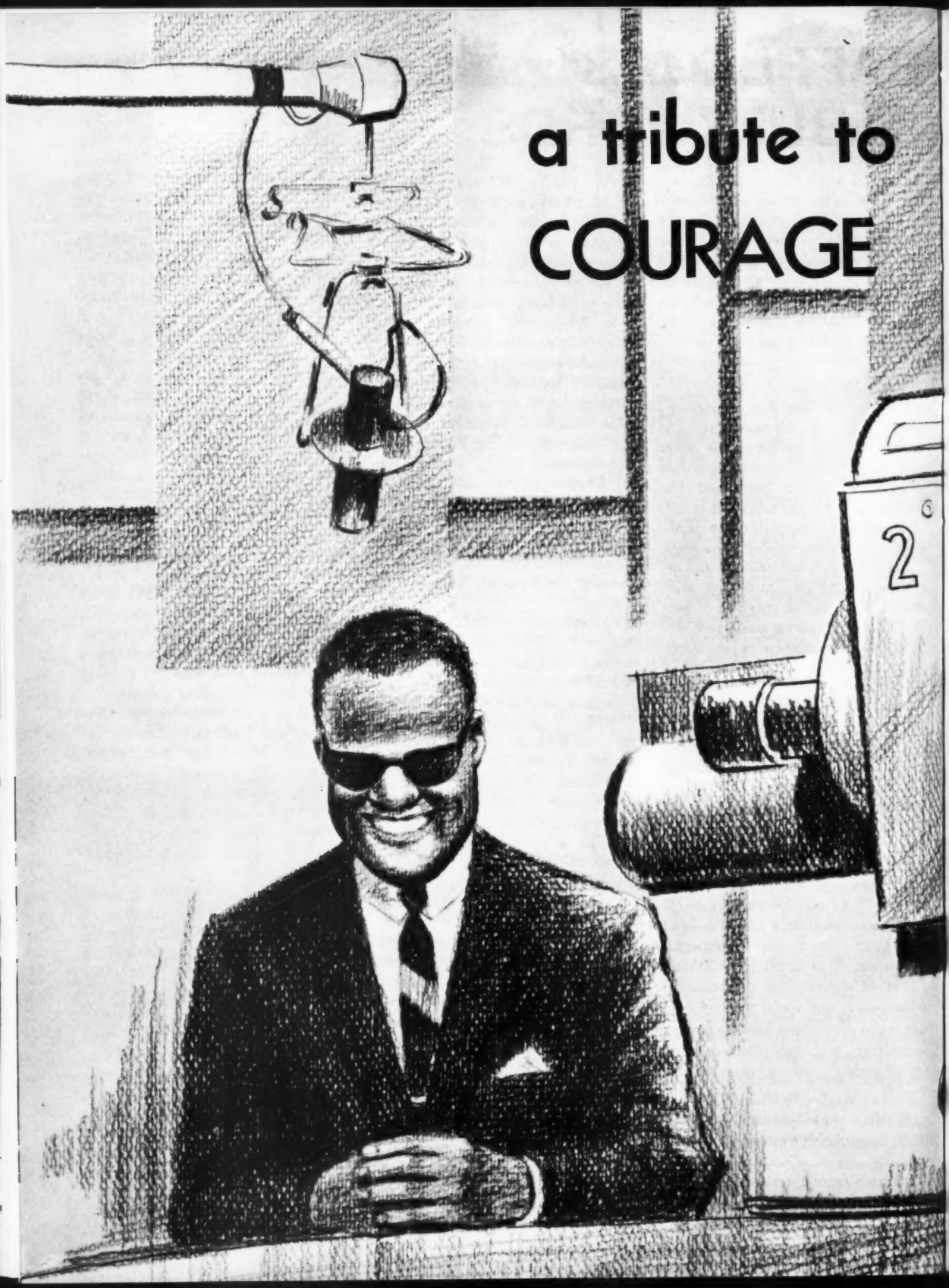
a tribute to
COURAGE

FRANK BLAIR
NBC News

Life offered very little, indeed, for the infant son of sickly Negro parents of very limited means—for he was born blind. Yet, 39 years later, he was honored as "Handicapped American of the Year" by the President's Committee on Employment of the Handicapped for his "determination and the outstanding example he has set for other handicapped persons." The presentation was made by Vice President Hubert Humphrey at the annual meeting of the Committee in Washington.

Today, because he was able to "change the way things were," Art Edgerton is a radio-TV newsman and music director for station WTOL in Toledo, Ohio. Frank Blair of NBC News salutes his fellow newsman, the Handicapped American of 1966.

What is courage that men revere it and nations honor it?

We might say courage is the evidence of man's unconquerable spirit in the face of adversity. We might, less loftily, call it a stubborn refusal to accept defeat.

Whatever it may be, courage is more easily illustrated than defined.

Art Edgerton, the man we salute today as Handicapped American of 1966, has been illustrating courage since he was born blind into a world of poverty and sickness, 39 years ago.

No extra measures of love and sympathy greeted this special baby. Instead of tenderness and concern, he met indifference and neglect. His parents, beaten by life and without hope, were totally unable to equip their sightless child for his future.

How does a youngster—a blind youngster—survive such a situation without being completely crushed?

Art Edgerton recalls: "Somehow, I knew there was a life better than the one I had, and something made me keep reaching for it. I got sick and tired of people who didn't care, people who kept saying I couldn't do things. I learned that if I wanted something—a firetruck or any kind of toy— I had to find a way to get it myself. Even if it meant crude attempt and stumbling around, I had to get up and try. The word 'alternative' wasn't in my vocabulary then, but I knew I had to change the way things were."

Eventually, of course, the boy met people who *did* care, and love, and help. He was enrolled at a school for the blind in Philadelphia, and found in Braille the key to a new world. His musical talent—one of the few legacies from a gifted but unsuccessful jazz musician father—was also a passport to a fuller life.

But first, the inevitable frustrations. The boy was told that he could never learn to play the piano or organ, although he *might* master the drums. Refusing to accept this, he arranged to study theory and harmony on a trial basis. He became an accomplished enough pianist to perform with the Philadelphia Youth Orchestra.

After high school, more eager than ever for knowledge and independence, the blind teenager struggled on to college, to major in sociology. But his love of music, and his determination to be accepted for his talent rather than rejected for his handicap, made him choose music as a career.

Tours of World War II service camps with Count Basie and Lionel Hampton were followed by a rapid succession of jobs. He was pianist and organist, disc jockey and emcee at radio stations in Philadelphia, New York, and New Jersey.

Then, he joined a jazz combo for a tour of the Midwest. Even past experience with one-night stands hadn't prepared him for the disaster that followed: The group broke up in Toledo, Ohio, and Art was left stranded, friendless, and robbed of his possessions.

How does a man—a blind man—react to such a blow? If he's Art Edgerton, he starts, even if slowly and painfully, to pull himself up again.

He knew he had to change things, just as he had known it as a small boy.

Almost destitute, he rented a room bordering the city's hard-core poverty area. The job hunt began, among strangers. As days and weeks dragged on, a truth became very clear to Art Edgerton: In the eyes

of most prospective employers, the double handicap of being blind and Negro completely eclipsed his experience, education, and talent.

Finally, when despair was taking over, his luck changed. St. Francis deSales, a boys' school, hired him part time, as music teacher. He secured temporary work with Goodwill Industries, and they arranged an audition for a job as studio organist at WTOL-Radio. He got the job and eventually became late-night disc jockey, as well.

At this point, Art Edgerton's life took a dramatic turn.

One of his colleagues, recognizing Art's growing interest in the news department, encouraged him to train for news work. The friend learned Braille, himself, in order to be a better teacher. He taught Art how to operate the necessary electronic equipment. Together, they set up a code filing system. Art mastered gathering news by phone, fingers flying as he took notes in Braille with stylus and slate. On a conventional typewriter, he transcribed notes into finished copy. Now, he was ready to function in a desk job as newsman.

Management, unfortunately, wasn't as adaptable as Art Edgerton. It took a long time to convince them that a blind man could also be a newsman. But waiting was something at which Art was expert, and finally, he was assigned to the news desk full time.

The telephone remained a primary source of information. However, Art sometimes moved out into the community as reporter-on-the-spot. Fires, traffic accidents, civic meetings made up his beat.

Through his efforts, the radio station for which he worked aired, for the first time, comprehensive news of civil rights activities. Art covered the NAACP Convention in Atlanta in 1961 and the historic 1963 March on Washington.

Soon competing news media in the city followed suit and gave the subject of civil rights its just share of air time and newspaper space.

As a result, many people in the community and in the State credit Art Edgerton with "keeping the lid on" potentially explosive situations in Toledo. This he accomplished not as a Negro but as a reporter gathering and disseminating facts—facts that led to understanding and, ultimately, to harmony.

Some who laud Art Edgerton for this achievement say his race gives him an *entree,* at times, that might be denied a white reporter. They hasten to add that his unshakeable objectivity is, therefore, all the more wonderful. As one person observed: "He is, in the best sense of the word, a man 'blind' to color."

Is this not, in itself, an evidence of courage?

The cause of youth is another that Art Edgerton has served well. Both as newsman and private citizen he is involved with young people and their problems. His own experience with poverty, disability, and discrimination equips him to advise—and inspire—those tempted to drop out of the mainstream of society. It also makes him a stern counselor of those who wallow in self-pity.

And the physically handicapped—those who have not yet fared as well as he—get a full measure of attention from Art Edgerton. He is active in local, State, and national efforts to gain for the handicapped the recognition and opportunities that are due them. It is lovely, poetic justice that at this very time last year—and the year before—Art Edgerton was attending Annual Meetings of this President's Committee as a working volunteer and a member of the press corps.

These are some of the facts of a man's life.

What of his philosophy?

The strongest of Art Edgerton's beliefs is his almost obsessive conviction that human beings must strive to establish contact with their fellow men.

This conviction has undoubtedly been nurtured by his experience as a professional communicator, and by the support of his wife, Della, whom he married a year ago.

But it had its beginning with a youngster isolated more by lack of understanding than by sightlessness. It grew in the schoolboy thwarted by teachers who lacked vision. And it came to fruition when the mature jobseeker was rejected for his blindness and his color.

There are other tenets in Art Edgerton's creed.

Of himself and of others with handicaps he says: "What bothers me so much is the waste of potential and the lack of recognition. Each man has to discover his own abilities and resources. Then, others have to acknowledge them. Recognition is what motivates people to become assets rather than liabilities. People must be guided and helped to use their talents."

He pleads, too, for patience. It's typical of the man that he directs *this* appeal to the handicapped. He says: "We must try to develop patience. People don't always do things when we want them to, but when they want to, or when they can. We, the handicapped, have to understand this."

If Art Edgerton has his way, life will allow him the opportunity to utilize, in the service of others, the very special experience, talent, and outlook that are his and no other man's.

As we honor him today as Handicapped American of 1966, we wish him the fullfillment of his dream, and Godspeed.

(*Continued from page 23*)

They also have the opportunity of learning to cope more effectively with ethnic and racial prejudice. But all the handicaps experienced by the migrant group affect the native-born to some degree.

The Puerto Rican individual who cannot adjust to the demands of the U.S. work-society faces idleness and frustration. Due to his limited education, he typically finds work that is at the lowest and most unstable occupational levels. Though he may have experience and maturity, he is not encouraged to ascend the economic structure. As he faces increased competition from younger and stronger people and from more efficient machines, he tends to descend the economic ladder. He is the last hired and the first fired.

These individuals may finally come to react passively to the protracted frustration and insecurity of a restricted social position. Lacking ability to cope effectively with the requirements of the job market, they ofttimes give up and become dependent on community welfare resources.

A more important loss to society than welfare expenditures is the loss of productive manpower. The skills and capabilities of Puerto Rican migrants are important resources which should not be wasted. Given the opportunity, Puerto Ricans can prove that they are an industrious, responsible, ambitious people. They have much to add to the cultural pluralism which is the strength of America.

Puerto Ricans Feel Lack

But the Puerto Ricans, especially the ghetto dwellers, lack educational, health, recreational, and other services and facilities. As it is, the services offered the total community are inadequate, but the Puerto Rican suffers even more. They are handicapped by their ignorance of procedures for gaining access to such facilities and services as there are. And their language handicap makes it even more difficult for them to utilize the available resources.

They are often misunderstood, misunderstand their own rights, and are embarrassed when they attempt to help themselves.

But if they are to be helped at all, they must help themselves. The planning of the Puerto Rican's destiny cannot be an effort designed and implemented by the majority group alone. The significant participation of the Puerto Rican in the organization, presentation, and delivery of services is paramount to the success of the effort.

The middle class American, after all, cannot begin to understand the Puerto Rican American if his perception is based on another set of standards. He has to see the Puerto Rican within the Puerto Rican condition. It is through full identity that one can begin to serve a people. The Puerto Rican can thus best be served by his own. The non-Puerto Rican who has a full *commitment, understanding,* and *philosophy* of service to mankind can, should, and must continue to serve. But his service alone is not enough.

Day after day, programs are funded by public entities, foundations, and others to solve the plight of the ghetto dweller, Puerto Ricans among them. These programs too often are designed without a clear-cut understanding of the people living in the ghettos and their needs; and so they fail.

The staffs selected to operate these programs play the same tune as before—new band leaders, staff drummers, and fiddlers, fiddling the same tune in new keys. Immediately, the Puerto Rican is expected to embrace joyously this same old number, a plan that does not meet his particular needs.

The crucial moment for these programs comes in the process of staff selection. Officials recruiting staff do not have adequate files on Puerto Rican candidates and when a qualified person is found, the remark is often heard: "He's a good man, but . . . ." With the "but" the career of an individual and the success of a program can be destroyed.

So the Puerto Rican must rely on himself. It is only when we begin to mobilize all of our resources that we can become participants in the total design and growth of a greater New York.

A United Front

A prescription for change must include all the institutions of our urban society—health, welfare, educational, religious, political, and economic. The Puerto Rican is not now adequately served by existing organizations. Our political representation is nonexistent, and it is up to us to lift ourselves by our bootstraps. We must assume the responsibility for the growth of our community, for it is only through a united front that we will succeed.

A federation of Puerto Rican organizations and agencies united under one umbrella is needed. A United Council of Puerto Ricans in New York could serve the emerging community in educational growth and economic stability, in technological change, in family life, in health and welfare and political participation, in religious freedom and cultural and social acceptance.

The council could unite a fragmented community, produce lacking services, improve uncoordinated and unrelated programs, and eliminate inconsistent planning.

What is needed is a massive, concentrated, and coordinated program for the 700,000 Puerto Ricans of New York City. The words of Franklin Roosevelt in 1932 have relevance for the New York Puerto Rican today. "The millions who are in want," he said, "will not stand by silently forever while the things to satisfy their needs are within easy reach. We need enthusiasm, imagination, and the ability to face facts, even unpleasant ones, bravely."

Computerized job matching

A. J. KARZIN

Processing 9 million job orders from employers, 10.6 million applications from jobseekers, and making 13.8 million referrals resulting in nearly 6.6 million placements—all of which the Federal-State Employment Service accomplished in fiscal year 1966—are operations calling for the most modern and efficient data systems. Too, the role of local public employment offices as manpower service centers implies many new responsibilities requiring a greatly expanded and upgraded system of gathering, processing, and disseminating all types of manpower information. However, the desired end purpose of all ES manpower development activities and the goal of all local offices are the matching of workers and jobs.

After several years of limited experimentation with methods for exchanging job data between offices, the Bureau of Employment Security contracted with a private consulting firm in June 1966 to develop new information systems and automatic data processing applications, including an effective means of collecting,

storing, and retrieving data on individual applicants and job orders.

The present manual system has many weaknesses. Local offices store job and applicant records in extensive, cumbersome, and frequently complicated card files. Retrieval requires laborious, time-consuming, and often frustrating searches each time specific job or applicant data are needed. But the major weakness is that the job-worker matching process is largely restricted to the local office in which the job order or work application is filed, thereby greatly limiting the exposure of each. Elimination of this failure—just as characteristic of offices within a single labor area as of offices in geographically remote areas—will be one of the primary objectives of the computerized matching system.

A Need at All Levels

Local officers will be the major users of this system. However, State and national offices are involved in interarea recruitment, and also require applicant and job data for management control and research purposes. Therefore, the needs of all levels must be considered in developing the system.

Ideally, the proposed nationwide system has five general characteristics:

1. *Flexibility.*—There must be the capability to absorb addition of both data elements and format changes without the need for either data reentry or extensive reprograming.

2. *Compatibility.*—Total standardization throughout the Employment Service is a desirable and necessary long-range objective, but it is impractical to assume that this can be achieved during initial systems development. Therefore, each systems component must be designed with an eye toward subsequent compatibility, especially at State and national levels.

3. *Data Collection Efficiency.*—Because of the huge volume of data collected at the local level, there must be an efficient means of reduction to machine-readable form *at the source*. Ultimately, this may—and probably will—be the key to economic feasibility.

4. *High Retrievability Rate.*—There must be a powerful capability for answering a relatively broad range of queries posed to various files within the system without the need for programing each individual question.

5. *Variable Response-Time Capability.*—On the local level, response times must be very substantially faster than in the existing manual system. This may imply time-shared, on-line operations. On the national level, there seems to be little need for instantaneous access to all information on applicants and employers in the files of each of the 54 jurisdictions, and as much as a 24-hour response time might be sufficient. But there probably will have to be some emergency capability for handling priority situations quickly.

Minimum Data Elements

For applicant records, minimum data elements include: (1) Name, social security number, and occupational classification; (2) age, sex, race, and unemployment insurance status; (3) level of educational attainment; (4) experience, including recency and duration; (5) licenses, permits, or similar certifications; (6) test scores, where applicable; (7) acceptance factors, such as salary requirements, geographic availability, and interest in jobs outside the occupational classification; (8) interviewer or counselor identification number; and (9) transaction history.

For job-order records, minimum elements include: (1) Employer identification number; (2) occupational classification; (3) age and sex restrictions, where such hiring requirements are in conformity with law; (4) salary range; (5) education or training requirements; (6) general or specialized experience requirements; (7) certification requirements; (8) interviewer or account representative identification number; and (9) transaction history.

Over and above these, certain data elements from other local office records must be available to the system. An example would be summarization of placement experience with a given employer in terms of job types and broad applicant characteristic such as age, sex, and race.

These data elements apply to the matching process involved in job-placement. Additional data elements would doubtlessly be essential to job-orientation and job-training activities. Illustrations are: (1) Types of social services or training courses available in specific geographic areas; and (2) training-course attendance, grades, and allowances paid.

All of these data elements will also be of significant value to the management and research sides of a general-purpose information system. This is particularly true of transaction histories.

File Search

The system obviously must have an extensive file-search capability. However, it need not necessarily be used for every applicant who enters the local office or in the same way for each applicant. For example, in instances of spot-referral of a new applicant, a lag period for entry of his record could—and probably should—be allowed, pending determination of whether a placement resulted. Further, depending upon the complexity of the search problem inherent in a given work application or job listing, the occupational classification may or may not be ignored.

The system should be capable of producing rosters of applicant or job-order records which are going to

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be purged automatically if no transactions are entered within a specified period. Such rosters would serve as turn-around documents, the user marking them to identify records that should not be purged, then returning them to the computer center.

On the assumption that master files of all local office records would be stored in State-level centers tied to local offices by data communications links, the system should have the capability of triggering statewide recruitment according to stored-decision rules. This would provide for: (1) Automatic initiation of interoffice applicant-file search throughout the State after X days of no local matches; and (2) automatic byproduct generation of State Inventories of Job Openings and interarea recruitment orders.

Theoretically, the interstate placement function could involve federally operated or controlled computer systems on the regional level. More practicaly, however, a small portion of the computer systems in several selected States could be used for interstate recruitment purposes. This portion would be operated by the States as agents of the Federal Government, under Federal regulations, and using Federal programs and other procedures. This approach would satisfy requirements on both Federal and State levels without the addition of new computer facilities.

The first phase of the systems development study—factfinding and analysis—was completed in April. The second phase—now underway and expected to be of 6 to 8 months' duration—will lead to fully documented systems specifications and an implementation plan.

Job Economics

(*Continued from page 27*)

social mechanics who care about human beings. We need social mechanics who have a commitment to a free society worth preserving.

Social mechanics are needed if we are to build the Responsible Society, a society built by responding to the human needs of its citizens. Such a society does not require an omnipotent government. It requires that all citizens and institutions both public and private be responsive. Such a society encourages voluntarism. It permits both public and private institutions to interlock and provides man with the opportunity to assist his fellowman.

A Responsible Society is concerned with the development, maintenance, and utilization of the human resources in the world of work. The events of the last decade have called dramatic attention to the importance of improving the quality of our human resources. This concern is not a new idea. In a real sense, the Nation's concern with manpower stems from our very earliest concepts of liberty.

But the mid-20th century redefined *liberty,* made a broader word of *freedom.* Freedom today involves the freedom to make vocational choices, the freedom to help shape and direct our vocational goals, the freedom to have the opportunity to be a man among men, the freedom to seek dignity, to have self-respect. By having a meaningful job, the individual can become a somebody—a respected member of the community. With education and training, the individual in many instances can be liberated from the welfare rolls. Freedom today means access to jobs.

Employers—both public and private—are being called upon to give new credulence to our national beliefs. The inalienable rights of man have an economic dimension—the job. In a job economy, the employer "controls" the supply of jobs. Thus employers can hasten the realization of these rights by Negroes and other minority groups by providing employment and training opportunities. We have delayed too long. This delay has shortchanged both the affected individuals and the Nation. The social costs arising out of a denial of such rights has been staggering. Unless we act with dispatch, the social costs will continue their upward spiralling. There needs to be as much concern about inflationary social costs as there is about the rising price level for food and other consumer items.

Employers have to become more manpower conscious. They cannot, however, be expected to assume sole responsibility. In the organization and execution of our manpower programs, the principle of pluralism must be recognized. There are many groups interested in manpower development and utilization—schools, social service agencies, public employment service, private placement agencies, community action groups, civil rights organizations, and employers. With so many groups involved, there needs to be an effective interlocking between them. Local manpower councils provide one mechanism for such interlocking. Employers could play an important leadership role in such a council.

The Nation must work assiduously toward implementing fully the policy of inclusion. We must demonstrate to ourselves and to the world that we have the effective will to develop, maintain, and utilize all of the Nation's human resources. The wealth of the Nation, after all, is determined by the quality of its human resources.

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